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land use element

October 1977

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SCAG DRAFT LAND USE ELEMENT

OCTOBER, 1977

*Land use - Planning - CA, southern*

DEVELOPMENT GUIDE PROGRAM  
SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS  
600 SOUTH COMMONWEALTH AVENUE  
SUITE 1000  
LOS ANGELES, CALIFORNIA 90005

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I

INTRODUCTION AND SUMMARY



## I INTRODUCTION AND SUMMARY

The Land Use Element describes SCAG's approach for growth management, and summarizes SCAG's adopted Development Guide goals and policies and the more specific SCAG-76 Growth Policy Forecast. The report shows how the Development Guide's goals, policies, and forecasts are integrated with SCAG's functional programs, and how they are coordinated with the policies and programs of local, state, and federal governments and special districts. The Land Use Element also contains recommendations for improving intergovernmental coordination and implementation.

The SCAG Land Use Element has been written to meet HUD requirements for receiving future planning assistance funding. The content of the report responds to State Office of Planning & Research guidelines in that it includes discussions of:

- broad goals and policies for land use;
- long and short-term growth policies;
- implementation procedures;
- functional programs supportive of regional goals;
- coordination activities with local, state and federal entities; and
- recommendations to facilitate the achievement of land use objectives.

In order to guide land use and growth decisions within the region, SCAG has adopted both a set of broad goals and policies and a series of more specific growth policy forecasts. These forecasts reflect SCAG's broad goals and policies, historic trends, and the projections of state and local government planners. The forecasts, the most recent being SCAG-76, include indicators for population, housing, land use, and employment for the entire region, broken down for counties and Regional Statistical Areas. SCAG's growth policy forecasts are continually being revised. Currently under preparation is the SCAG-78 Forecast, which will incorporate information and

policies being derived from SCAG's functional planning areas, state and local forecasts, and existing trends.

SCAG-76 Growth Forecast is SCAG's chief policy statement about future growth within the region. Through the A-95 Review process, federally funded local government, special district and state grant proposals are evaluated for consistency with the growth policy forecasts, and SCAG recommendations for grant funding are made accordingly. Memoranda of Agreement, made between SCAG and single purpose agencies, frequently require the utilization of SCAG's growth forecasts in implementing agency plans.

SCAG-76 is relied upon as a basis for SCAG's functional planning programs: housing, transportation, open space and conservation, air quality, water quality, energy, human services, and solid waste. The Development Guide Program, in turn, works to integrate contributions from these programs into revisions of growth policy. Day-to-day efforts at coordination of SCAG-76 policies with functional programs provide a major opportunity for policy implementation.

SCAG's growth policy forecasts are used increasingly by local governments, special districts, private concerns, and the state in their own planning, thus playing an added role in SCAG policy implementation.

During the past seven years, SCAG has emphasized coordination of the Development Guide work with local, state, and federal governments both in policy development and in implementation of the policies. Although much has been accomplished in terms of coordination, the following recommendations for additional measures for intergovernmental coordination are included to aid in future approaches to regional concerns:

- In order to make local planning more explicit and to enable local governments to take more control over the timing location and magnitude of growth, time specific population, housing, employment, and land use forecast policies should be incorporated into the local general plans, and all elements of the General Plan and local capital improvement programs should be based on these forecasts.
- Ideally, local and regional forecasts would match each other. In order to achieve this fit, SCAG should develop draft forecasts by city and unincorporated areas, obtain input from cities and counties regarding these draft forecasts, and explain any major differences from the local input. In turn, cities and counties should submit to SCAG draft city and county forecasts for review and comment, and explain the basis for any major differences from the regional comment.
- Special districts operating in the region should utilize SCAG's adopted growth forecast as a basis for service expansion.
- The State Department of Finance should be required to formally seek input from SCAG on forecasts for the SCAG area, and to explain the basis for any major differences in their forecasts of total regional growth. Growth allocation within the region should be the responsibility of local governments working within the SCAG framework for regional coordination.
- All State activities that influence land use and growth within the SCAG region should be consistent with the region's adopted plans and policies, especially the adopted growth policy forecast.

- All Federal activities that influence land use and growth within the SCAG region should be consistent with the region's adopted plans and policies, especially the adopted growth policy forecast.

II

SCAG'S GOALS, POLICIES, AND GROWTH POLICY FORECASTS

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## II SCAG'S GOALS, POLICIES, & GROWTH POLICY FORECASTS

To guide growth and change within the region SCAG has adopted both a broad set of goals and policies and specific, quantified growth forecast numbers, showing the preferred distributions of growth for specific time increments.

### A. BROAD GOALS AND POLICIES

SCAG adopted a set of broad goals & policies in 1973. These are presented in the report Goals and Policies for Action, Regional Development Guide (1973).

The goals & policies were developed over a two year period by seven SCAG policy committees (composed of elected officials) and were adopted by SCAG's General Assembly. Goals and policies were established in the following areas:

- population and urbanization
- land use and urban form
- housing and community development
- transportation
- environmental management
- economic development
- open space/natural resources/recreation
- criminal justice
- human services (in 1976 and 1977)

These goals and policies form a basis for all SCAG programs and plans. They also provide a regional perspective for use by local governments.

The matrix shown in table one indicates the range of these goals and policies.

TABLE ONE  
Examples of Adopted Goals and Policies \*

| Area                              | Goal  | Policy  |
|-----------------------------------|---|---|
| Population and Urbanization       | Development within the region should provide a suitable quality of life for everyone.   | The rate of population growth for the region must be substantially below rates of growth which have occurred during the past. This growth must be planned for and accommodated through proper land use control and other policy implementation techniques.  |
| Land Use and Form                 | To insure subregions which have a balance of service facilities, employment, and housing types.   | The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used to implement the region's growth policies and to achieve the desired regional form.   |
| Housing and Community Development | To assure housing opportunity in proximity to jobs and to encourage job opportunity in proximity to low and moderate income housing.  | SCAG shall encourage any community seeking new industry to assure the availability of housing at all price levels for the new employees the industry is expected to attract.  |
| Transportation                    | To create a balanced transportation system integrated with planned land use in order to give effective mobility for all people and to provide efficient and economic movement of goods. | Provide improved service to high-occupancy vehicles on all freeways in the region in accordance with the measures in the Regional Transportation Plan. Alternate route improvements should be made to alleviate freeway congestion.**   |
| Environmental Management          | To emphasize environmental impacts as a central decision-making factor in comprehensive planning activities.  | <p>SCAG shall support development of water, sewer, flood control, and solid waste facilities in such a way as to enhance, or minimize, disruption of the ecological balance of the environment.</p> <p>SCAG shall support actions and programs which will limit commercial and industrial growth to facilities having lowest feasible emissions.</p> <p>SCAG shall support all plans and programs intended to prevent development in natural and man-made hazard areas.</p> |
| Education                         | To achieve curricula to prepare students as complete functioning individuals in contemporary society.   | SCAG shall encourage the development and implementation of curricula that will provide for a comprehensive knowledge and understanding of the various aspects of life and society.  |
| Economic Development              | To assure a variety of economic opportunities within each of the major sub-units of the region consistent with its natural resources and existing and potential human resources.        | Employment centers shall be encouraged throughout the region, related to population distribution.   |

TABLE ONE CONT'D

|   |  |  |
|---|--|--|
| Open Space, Natural Resources, and Recreation | To create and preserve an open space system which meets the needs of all people in the region, is fully integrated with the region's natural resources, and maximizes options on future development patterns.  | Areas of open space significance shall be identified by appropriate agencies and measures shall be developed to limit uses to those compatible with the area's values and qualities. Pending completion of these procedures, responsible local and regional agencies shall be encouraged to limit urbanization of areas of demonstrable ecological, airshed, or watershed value, recreation lands, agricultural lands, and lands subject to geologic, flood, fire, or other safety hazard. |
| Criminal Justice                              | To integrate approaches to criminal justice problems with approaches to other social and environmental problems.   | SCAG shall develop the means and capability to aid local units of government and their criminal justice planning boards through programs designed to review and correlate the plans for urban and environmental development with plans for the reduction of crime and criminality.   |
| Human Services                                | To insure that everyone has an opportunity to attain an acceptable "quality of life," including an adequate income, suitable living environment, basic material necessities, optimal health, sufficient knowledge and skills, and an adequate level of personal and social development.*** | SCAG shall urge cities and counties to review, and revise where necessary, zoning ordinances and construction codes, so that development of appropriate child care facilities is encouraged.**   |

\*Unless otherwise indicated, these goals and policies were adopted by SCAG's General Assembly in 1973. For a complete set of SCAG's goals and policies, see the report Goals and Policies for Action, Regional Development Guide.

\*\*Adopted in SCAG's 1977 Regional Transportation Plan.

\*\*\*Adopted by SCAG's Executive Committee in 1976 and 1977.

## B. GROWTH POLICY FORECASTS.

The goals and policies described above can be interpreted in many, sometimes conflicting ways. In order to add specificity SCAG has adopted a set of growth forecasts which serve as more precise policy statements on the location and timing of growth within the region. The first adopted growth policy forecast was called SCAG-90 and was adopted in 1972. Two years later, 1974, this forecast was replaced with the D/E 2a Forecast. The region's current forecast, SCAG-76, was adopted in December, 1975. In 1978 a new regional growth policy forecast, to be called SCAG-78, will be prepared for adoption in the fall.

Adopted growth forecasts express regional and local growth policies through the use of explicit numbers, quantities chosen to realize a specific, desireable future state of the region. In their furtherance of adopted policies ---such as deriving maximum use from existing public facilities before investing in new ones, or balancing jobs with population in subregional areas to reduce long-distance commutes -- the numbers represent preferred magnitudes, timing, and distribution of expected growth. The numbers also take into account historic trends (with which they may differ or coincide, depending on policy), and the assumptions and projections of national forecasters, planners and demographers working for state and local government and private institutions in the region.

SCAG's growth forecasts present 31 indicators of population, housing, land use, and employment for the region, counties, and Regional Statistical Areas (RSA's). Combining functional, spatial, physical, social, economic, and environmental planning, the forecast approach makes it possible to set goals and objectives for the short and long-range future.

C. SCAG-76. WHERE GROWTH WITHIN THE SCAG REGION SHOULD AND SHOULD NOT TAKE PLACE--TYPE, INTENSITY, AND TIMING.

The following is a summary of the SCAG's current growth policy forecast, SCAG-76. For more detail, see the report SCAG-76 Growth Forecast Policy, Jan. 1976.

Population: SCAG-76 projects a population increase of over 2.8 million, or 27% increase, between 1975 - 2000 in the SCAG region. During this period Orange County is expected to experience the largest population increase of the counties in the SCAG region (971,500 or a 58% increase). However, the forecast shows Ventura County as having the fastest growth rate with an increase of 85%. Los Angeles County, the largest county in terms of population (67 % of the region in 1975), is shown to grow by 884,228 or 13% between 1975 - 2000.

One of SCAG's policies is to encourage growth in existing urban areas. This is most clearly reflected in the forecast numbers for central Los Angeles County and north Orange County. For example, eight heavily urbanized Regional Statistical Areas in Los Angeles County lost 153,000 persons between 1970 and 1975 -- for an average annual loss of 31,000. (The affected RSA's are 13, 17, 18, 20, 21, 23, 24, and 25) The SCAG-76 Forecast calls for a reversal of this loss in central urban areas in keeping with regional development policies. Thus, the eight RSA's in central Los Angeles County are shown growing by 327,000 persons between 1975 and 2000 -- a strong reversal from a minus 31,000 to a positive 13,000 per year.

For the year 2000, the forecast shows less population growth in agricultural and large open space areas than current trends would indicate.

Table two shows by Regional Statistical Area (RSA) the SCAG-76 Forecast for population.

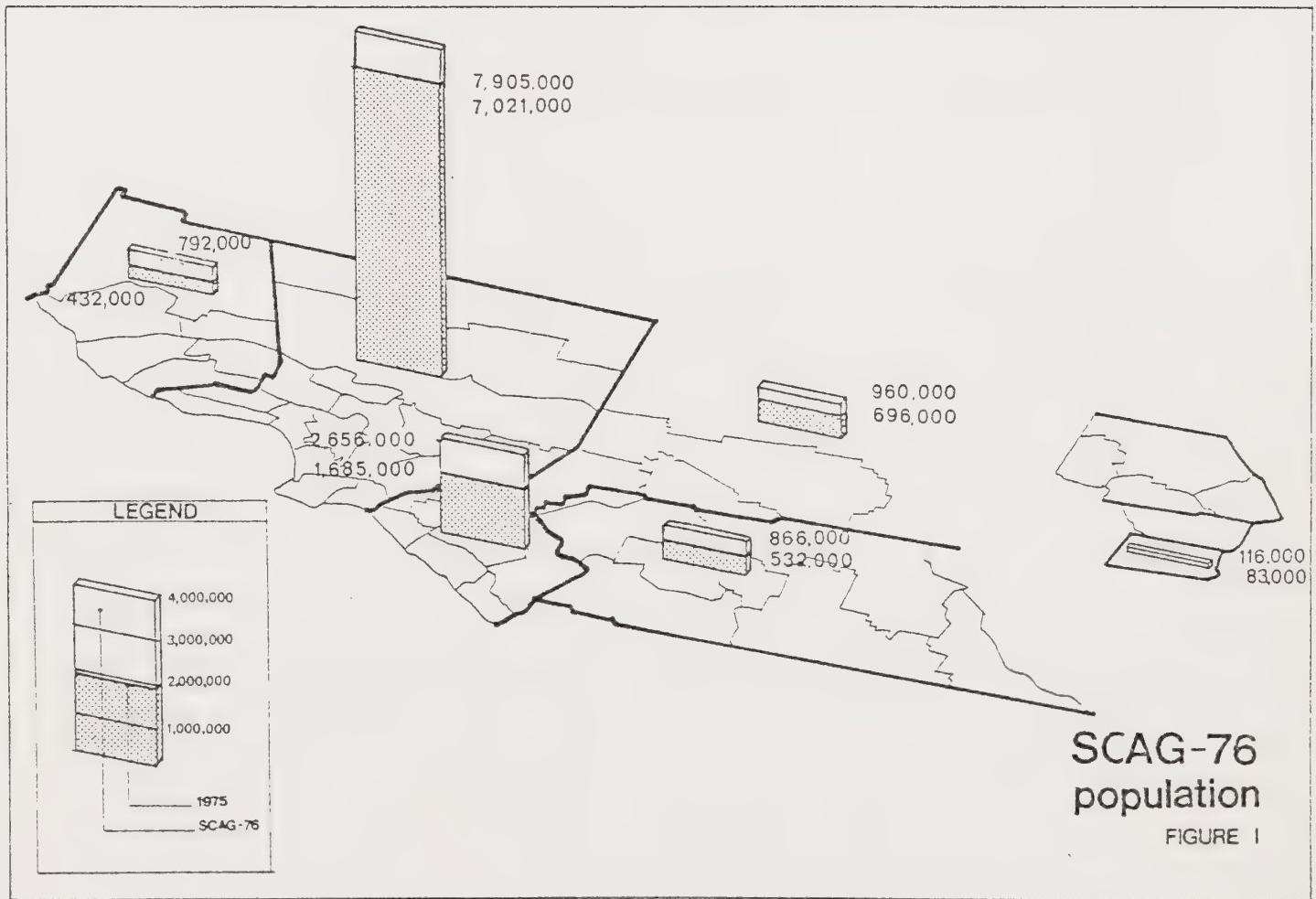
Housing: SCAG-76 shows a net addition of 1,100,000 dwelling units for the region between 1975 and 2000, or an increase of 28%.

Within the SCAG region, Los Angeles County shows the largest number of additional total housing units, an addition of 382,039 units or an increase of 14.2%. However, in terms of rate of growth, Ventura County increases by 82.2%, Riverside County by 65.6% and Orange County by 58.4%.

Table three presents this data by RSA.

Employment: SCAG-76 shows the number of people employed in the region increasing 1,247,000 or 27% between 1975 - 2000. At a county level, Orange County is shown to grow by 497,000 employees or 76% between 1975 and 2000. This reflects the very strong employment growth potential of the County. Los Angeles County is shown to increase by 342,000 employees or a 10% increase . Los Angeles County, however, will remain as the major employment source for the region, with a total of 3,758,000 employees, or 64% of the region's total in 2000.

(See table four)



**SCAG-76**  
**TOTAL POPULATION**

| RSA<br>NO.                | RSA<br>NAME | 1960      | 1970       | 1975       | 1980       | 1990       | 1995       | 2000       |
|---------------------------|-------------|-----------|------------|------------|------------|------------|------------|------------|
| <u>VENTURA CO.</u>        |             |           |            |            |            |            |            |            |
| 1                         | LOS PADOS   | 329       | 375        | 347        | 400        | 400        | 500        | 500        |
| 2                         | VENTURA     | 78,443    | 112,165    | 115,854    | 124,000    | 140,000    | 155,000    | 175,000    |
| 3                         | OXNARD      | 90,658    | 136,430    | 155,400    | 181,000    | 233,000    | 253,000    | 292,000    |
| 4                         | SIMI        | 11,012    | 57,756     | 77,291     | 87,900     | 108,000    | 120,000    | 136,000    |
| 5                         | THOSAKS     | 9,941     | 51,542     | 72,502     | 97,500     | 136,000    | 150,000    | 170,000    |
| 6                         | FILLMORE    | 8,755     | 10,229     | 10,913     | 12,200     | 14,500     | 16,500     | 18,500     |
| COUNTY TOTAL              |             | 199,138   | 378,497    | 432,407    | 503,000    | 632,000    | 700,000    | 792,000    |
| <u>LOS ANGELES CO.</u>    |             |           |            |            |            |            |            |            |
| 7                         | CALABAS     | 5,410     | 18,935     | 27,898     | 35,000     | 43,000     | 47,500     | 52,000     |
| 8                         | NEWHALL     | 14,987    | 48,078     | 60,035     | 70,000     | 83,000     | 90,000     | 97,000     |
| 9                         | LANCAST     | 41,979    | 51,446     | 55,762     | 68,000     | 101,000    | 119,500    | 140,000    |
| 10                        | PALMOAL     | 23,579    | 31,429     | 33,541     | 37,000     | 59,000     | 73,000     | 87,000     |
| 11                        | S G MTS     | 2,612     | 2,013      | 1,806      | 1,900      | 2,000      | 2,000      | 2,000      |
| 12                        | S W SFV     | 391,057   | 539,935    | 564,005    | 588,000    | 637,000    | 656,000    | 675,000    |
| 13                        | BURBANK     | 249,337   | 264,922    | 256,791    | 259,000    | 269,000    | 275,000    | 281,000    |
| 14                        | NE SFV      | 205,990   | 267,158    | 269,745    | 271,000    | 280,000    | 283,000    | 286,000    |
| 15                        | MALIBU      | 6,486     | 11,709     | 15,478     | 19,000     | 23,000     | 25,000     | 27,000     |
| 16                        | SMONICA     | 275,921   | 304,380    | 313,121    | 324,000    | 339,000    | 344,500    | 350,000    |
| 17                        | WCENTRL     | 866,053   | 934,831    | 908,068    | 917,000    | 960,000    | 973,500    | 987,000    |
| 18                        | SO BAY      | 471,185   | 531,318    | 515,515    | 520,000    | 537,000    | 547,000    | 557,000    |
| 19                        | PALVROS     | 276,350   | 413,506    | 429,159    | 442,000    | 461,000    | 469,000    | 477,000    |
| 20                        | L BEACH     | 423,023   | 435,416    | 415,387    | 424,000    | 448,000    | 457,000    | 462,000    |
| 21                        | E CENTRAL   | 808,521   | 828,311    | 774,327    | 778,000    | 800,000    | 809,000    | 818,000    |
| 22                        | NOR-WHI     | 508,130   | 592,502    | 615,545    | 634,000    | 658,000    | 669,000    | 680,000    |
| 23                        | LA CDS      | 96,854    | 90,416     | 83,102     | 86,000     | 103,000    | 110,000    | 117,000    |
| 24                        | GLENDAL     | 376,581   | 412,626    | 404,766    | 408,000    | 421,000    | 428,000    | 435,000    |
| 25                        | WSANGAB     | 594,212   | 669,136    | 655,161    | 658,000    | 669,000    | 675,500    | 684,000    |
| 26                        | ESANGAB     | 303,966   | 441,043    | 470,628    | 482,000    | 500,000    | 510,000    | 520,000    |
| 27                        | POMONA      | 98,572    | 149,654    | 150,232    | 155,000    | 164,000    | 167,500    | 171,000    |
| COUNTY TOTAL              |             | 6,040,805 | 7,038,764  | 7,020,772  | 7,176,900  | 7,557,000  | 7,732,000  | 7,905,000  |
| <u>SAN BERNARDINO CO.</u> |             |           |            |            |            |            |            |            |
| 28                        | WESTEND     | 159,735   | 233,386    | 251,316    | 280,000    | 334,000    | 356,000    | 378,000    |
| 29                        | EASTEND     | 250,086   | 312,097    | 299,019    | 318,000    | 359,000    | 375,000    | 392,000    |
| 30                        | SB MTS      | 9,454     | 20,374     | 23,693     | 29,100     | 30,000     | 31,500     | 33,000     |
| 31                        | BAKER       | 8,177     | 9,700      | 6,896      | 7,000      | 7,500      | 7,800      | 8,000      |
| 32                        | BARSTOW     | 54,192    | 76,701     | 81,502     | 86,400     | 96,000     | 100,000    | 104,000    |
| 33                        | TWPALMS     | 15,691    | 24,103     | 27,931     | 29,400     | 33,500     | 35,500     | 37,500     |
| 34                        | NEEDLES     | 6,256     | 5,872      | 5,907      | 6,300      | 7,000      | 7,200      | 7,500      |
| COUNTY TOTAL              |             | 503,591   | 682,233    | 696,064    | 753,200    | 867,000    | 913,000    | 960,000    |
| <u>ORANGE CO.</u>         |             |           |            |            |            |            |            |            |
| 35                        | J-BUPK      | 68,193    | 160,903    | 172,496*   | 184,000    | 200,000    | 208,000    | 217,000    |
| 36                        | A-FULTN     | 101,673   | 170,787    | 185,292*   | 204,000    | 235,000    | 247,000    | 258,000    |
| 37                        | H-ANAHM     | 225,637   | 307,729    | 324,251*   | 345,000    | 381,000    | 397,000    | 413,000    |
| 38                        | I-W CST     | 54,574    | 240,377    | 285,100*   | 325,000    | 365,000    | 388,000    | 410,000    |
| 39                        | F-C CST     | 80,353    | 161,253    | 199,710*   | 248,000    | 324,000    | 348,000    | 371,000    |
| 40                        | D-S CST     | 15,443    | 38,834     | 60,570*    | 91,000     | 121,000    | 128,000    | 135,000    |
| 41                        | B-CANYN     | 7,462     | 34,390     | 55,386*    | 85,000     | 115,000    | 130,000    | 145,000    |
| 42                        | G-S ANA     | 140,505   | 266,278    | 299,836*   | 341,000    | 387,000    | 404,000    | 422,000    |
| 43                        | C-TRABU     | 1,897     | 18,306     | 39,389*    | 63,000     | 82,000     | 85,000     | 89,000     |
| 44                        | E-TORO      | 8,188     | 21,529     | 33,046*    | 76,000     | 159,000    | 178,000    | 196,000    |
| COUNTY TOTAL              |             | 703,925   | 1,420,386  | 1,684,500* | 1,962,000  | 2,369,000  | 2,513,000  | 2,656,000  |
| <u>RIVERSIDE CO.</u>      |             |           |            |            |            |            |            |            |
| 45                        | JURUPA      | 25,357    | 37,095     | 40,251     | 44,000     | 51,000     | 54,500     | 58,000     |
| 46                        | RVSIDE      | 154,049   | 221,780    | 250,237    | 281,000    | 343,000    | 379,000    | 416,000    |
| 47                        | PERRIS      | 9,783     | 22,564     | 28,300     | 32,500     | 38,000     | 41,800     | 45,500     |
| 48                        | HEMET       | 17,352    | 34,368     | 44,541     | 52,000     | 66,000     | 71,000     | 76,000     |
| 49                        | MURRIET     | 7,969     | 9,971      | 12,048     | 14,100     | 17,500     | 18,800     | 20,200     |
| 50                        | BANNING     | 20,764    | 26,852     | 27,999     | 30,000     | 34,000     | 35,900     | 37,800     |
| 51                        | IDYWILD     | 1,842     | 3,048      | 3,903      | 4,500      | 5,500      | 6,100      | 6,300      |
| 52                        | PALM SP     | 26,723    | 48,588     | 65,903     | 80,300     | 100,000    | 112,000    | 123,000    |
| 53                        | COACHEL     | 27,265    | 38,411     | 41,969     | 45,700     | 54,000     | 58,100     | 62,100     |
| 54                        | CHUCKWA     | 15,087    | 16,397     | 16,528     | 17,300     | 19,000     | 19,900     | 20,500     |
| COUNTY TOTAL              |             | 306,191   | 459,074    | 531,679    | 601,100    | 728,000    | 797,000    | 866,000    |
| <u>IMPERIAL CO.</u>       |             |           |            |            |            |            |            |            |
| 55                        | IMPERL      | 72,105    | 74,492     | 83,250     | 90,000     | 102,000    | 109,000    | 116,000    |
| REGION                    |             | 7,825,755 | 10,053,446 | 10,448,672 | 11,086,200 | 12,255,000 | 12,764,000 | 13,295,000 |

\*County total is 1975 DOF estimate, but RSA totals are 1974 County estimates.

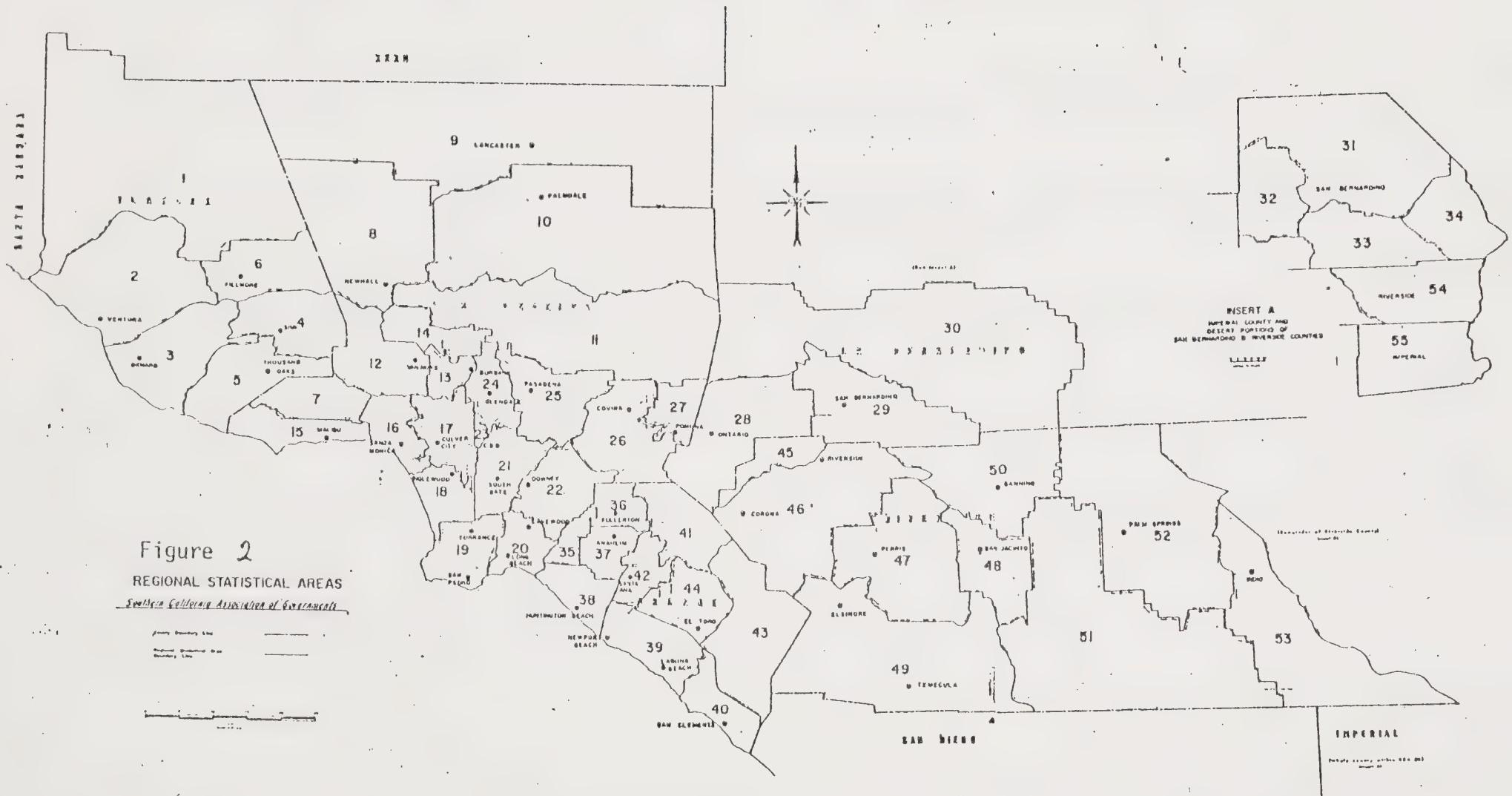


TABLE 3  
SCAG-76  
TOTAL HOUSING UNITS

| RSA No.                   | RSA NAME     | 1960      | 1970      | 1975      | 1980      | 1990      | 1995      | 2000      |
|---------------------------|--------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| <u>VENTURA CO.</u>        |              |           |           |           |           |           |           |           |
| 1                         | LOSPADS      | 278       | 336       | 343       | 400       | 400       | 490       | 490       |
| 2                         | VENTURA      | 26,490    | 38,085    | 44,358    | 47,700    | 54,100    | 59,200    | 66,000    |
| 3                         | CXNARD       | 20,998    | 39,197    | 51,352    | 60,500    | 78,500    | 86,300    | 96,700    |
| 4                         | SIMI         | 3,505     | 16,753    | 21,163    | 24,800    | 31,300    | 35,000    | 40,000    |
| 5                         | THSOAKS      | 1,625     | 14,556    | 23,383    | 31,600    | 44,200    | 47,900    | 53,500    |
| 6                         | FILLMOR      | 2,802     | 3,202     | 3,499     | 3,960     | 4,790     | 5,360     | 5,930     |
|                           | COUNTY TOTAL | 55,698    | 112,129   | 144,108   | 168,960   | 213,290   | 234,250   | 262,620   |
| <u>LOS ANGELES CO.</u>    |              |           |           |           |           |           |           |           |
| 7                         | CALABAS      | 2,095     | 5,838     | 9,937     | 12,600    | 15,800    | 17,300    | 18,900    |
| 8                         | NEWHALL      | 4,341     | 14,115    | 18,188    | 21,800    | 26,300    | 28,500    | 30,600    |
| 9                         | LANCAST      | 15,422    | 16,434    | 21,828    | 26,100    | 37,400    | 44,100    | 51,300    |
| 10                        | PALMDAL      | 9,398     | 10,610    | 12,145    | 13,400    | 21,200    | 26,200    | 31,000    |
| 11                        | S G MTS      | 1,037     | 1,051     | 969       | 990       | 1,040     | 1,040     | 1,040     |
| 12                        | S W SFV      | 119,205   | 182,400   | 206,608   | 219,400   | 242,200   | 248,500   | 254,700   |
| 13                        | BURBANK      | 89,599    | 106,276   | 110,521   | 113,600   | 120,100   | 122,200   | 124,300   |
| 14                        | NE SFV       | 57,996    | 75,585    | 79,841    | 81,600    | 85,900    | 86,800    | 87,700    |
| 15                        | MALIBU       | 2,823     | 4,535     | 6,065     | 7,540     | 9,200     | 9,960     | 10,700    |
| 16                        | SMONICA      | 103,475   | 128,324   | 142,733   | 149,300   | 156,900   | 158,800   | 159,800   |
| 17                        | WCENTRL      | 376,769   | 423,061   | 442,043   | 454,000   | 475,200   | 477,200   | 479,100   |
| 18                        | SO BAY       | 161,520   | 195,530   | 206,745   | 213,100   | 224,700   | 227,000   | 229,200   |
| 19                        | PALVRDS      | 83,810    | 127,186   | 140,059   | 146,400   | 155,200   | 157,400   | 159,500   |
| 20                        | L BEACH      | 155,187   | 173,853   | 180,686   | 186,800   | 199,100   | 202,200   | 203,500   |
| 21                        | E CENTRAL    | 262,076   | 273,210   | 272,294   | 273,900   | 280,700   | 283,900   | 286,000   |
| 22                        | NOR-WHI      | 143,950   | 180,709   | 198,225   | 207,900   | 219,300   | 222,300   | 225,200   |
| 23                        | LA CBD       | 45,896    | 48,466    | 48,376    | 49,700    | 58,900    | 62,500    | 65,700    |
| 24                        | GLENDAL      | 146,940   | 161,602   | 165,172   | 169,300   | 176,900   | 179,100   | 180,500   |
| 25                        | WSANGAB      | 213,449   | 242,227   | 248,379   | 253,100   | 261,300   | 263,200   | 265,100   |
| 26                        | ESANGAB      | 82,411    | 120,954   | 134,300   | 140,900   | 149,300   | 152,200   | 155,200   |
| 27                        | POMONA       | 31,222    | 45,797    | 50,287    | 52,500    | 56,400    | 57,400    | 58,400    |
|                           | COUNTY TOTAL | 2,108,621 | 2,537,763 | 2,695,401 | 2,793,930 | 2,973,040 | 3,027,800 | 3,077,440 |
| <u>SAN BERNARDINO CO.</u> |              |           |           |           |           |           |           |           |
| 28                        | WESTEND      | 49,810    | 71,220    | 85,505    | 94,300    | 111,700   | 118,700   | 125,600   |
| 29                        | EASTEND      | 83,636    | 104,838   | 114,562   | 120,500   | 134,500   | 138,900   | 144,100   |
| 30                        | SB MTS       | 17,508    | 24,895    | 30,956    | 33,000    | 37,000    | 38,900    | 40,200    |
| 31                        | BAKER        | 2,747     | 3,589     | 2,707     | 2,820     | 3,010     | 3,120     | 3,190     |
| 32                        | BARSTOW      | 21,717    | 26,784    | 31,697    | 34,000    | 37,800    | 39,200    | 40,600    |
| 33                        | TWPALMS      | 14,003    | 17,789    | 17,808    | 18,600    | 21,100    | 22,200    | 23,300    |
| 34                        | NEEDLWS      | 2,247     | 2,350     | 2,596     | 2,800     | 3,130     | 3,230     | 3,330     |
|                           | COUNTY TOTAL | 191,668   | 251,465   | 285,831   | 306,020   | 348,240   | 364,250   | 380,320   |
| <u>ORANGE CO.</u>         |              |           |           |           |           |           |           |           |
| 35                        | J-BUPK       | 18,898    | 44,309    | 51,610*   | 56,800    | 63,100    | 65,600    | 68,500    |
| 36                        | A-FULTN      | 30,787    | 53,537    | 63,933*   | 72,900    | 85,800    | 90,100    | 94,200    |
| 37                        | H-ANAHM      | 65,359    | 97,136    | 112,029*  | 123,700   | 139,600   | 145,400   | 151,300   |
| 38                        | I-W CST      | 17,899    | 76,569    | 101,352*  | 120,400   | 137,700   | 145,300   | 152,400   |
| 39                        | F-C CST      | 35,184    | 65,763    | 85,815*   | 105,500   | 133,300   | 143,800   | 153,300   |
| 40                        | D-S CST      | 7,208     | 16,116    | 24,926*   | 37,300    | 48,400    | 51,200    | 54,000    |
| 41                        | B-CANYN      | 2,293     | 9,716     | 17,135*   | 27,000    | 37,300    | 42,200    | 46,900    |
| 42                        | G-S ANA      | 47,175    | 87,832    | 105,980*  | 123,100   | 140,200   | 146,400   | 152,300   |
| 43                        | C-TRABU      | 940       | 5,580     | 11,827*   | 19,400    | 25,600    | 26,400    | 27,400    |
| 44                        | E-TORO       | 1,269     | 6,245     | 11,574*   | 25,400    | 51,000    | 56,700    | 62,000    |
|                           | COUNTY TOTAL | 227,012   | 462,803   | 607,631*  | 711,500   | 862,000   | 913,100   | 962,300   |
| <u>RIVERSIDE CO.</u>      |              |           |           |           |           |           |           |           |
| 45                        | JURUPA       | 8,719     | 12,111    | 13,946    | 15,600    | 18,500    | 19,700    | 20,900    |
| 46                        | RVSICE       | 50,519    | 69,531    | 83,023    | 94,000    | 115,500   | 127,200   | 138,700   |
| 47                        | PERRIS       | 4,163     | 10,108    | 13,721    | 16,000    | 19,000    | 20,700    | 22,200    |
| 48                        | HEMET        | 7,187     | 15,421    | 20,102    | 23,400    | 29,700    | 31,800    | 33,800    |
| 49                        | MURRIET      | 4,706     | 5,033     | 8,153     | 9,790     | 12,000    | 12,900    | 13,800    |
| 50                        | BANNING      | 8,401     | 10,323    | 11,609    | 12,700    | 14,700    | 15,400    | 16,100    |
| 51                        | IDWILD       | 2,342     | 3,544     | 4,144     | 4,740     | 5,730     | 6,420     | 6,870     |
| 52                        | PALM SP      | 16,884    | 28,719    | 40,869    | 49,700    | 61,700    | 69,100    | 75,500    |
| 53                        | COACHEL      | 7,813     | 11,579    | 13,329    | 14,900    | 17,900    | 19,200    | 20,400    |
| 54                        | CHUCKWA      | 4,668     | 5,423     | 5,993     | 6,360     | 7,040     | 7,310     | 7,510     |
|                           | COUNTY TOTAL | 115,402   | 171,992   | 214,889   | 247,190   | 301,770   | 329,530   | 355,780   |
| <u>IMPERIAL CO.</u>       |              |           |           |           |           |           |           |           |
|                           | IMPERL       | 21,900    | 23,401    | 26,256    | 28,400    | 32,100    | 34,100    | 36,000    |
|                           | REGION       | 2,720,301 | 3,559,553 | 3,974,116 | 4,256,000 | 4,730,440 | 4,903,030 | 5,074,460 |

\*County total is 1975 DOF estimate, but RSA totals are 1974 County estimates.

TABLE 4

SCAG-76  
TOTAL EMPLOYMENT

| RSA NO.                   | RSA NAME     | 1970+     | 1980      | 1990      | 1995      | 2000      |
|---------------------------|--------------|-----------|-----------|-----------|-----------|-----------|
| <u>VENTURA CO.</u>        |              |           |           |           |           |           |
| 1                         | LOSPADS      | 100       | 100       | 100       | 100       | 100       |
| 2                         | VENTURA      | 37,700    | 44,000    | 55,600    | 62,000*   | 70,000    |
| 3                         | OXNARD       | 52,100    | 84,000*   | 106,000*  | 117,400*  | 133,000*  |
| 4                         | SIMI         | 9,100     | 16,200    | 21,000    | 24,800    | 28,600    |
| 5                         | THSOAKS      | 13,800    | 21,500    | 30,000    | 34,700    | 39,700    |
| 6                         | FILLMOR      | 3,000     | 4,200     | 5,000     | 5,600     | 6,300     |
|                           | COUNTY TOTAL | 115,800   | 170,000   | 217,700   | 244,600   | 277,700   |
| <u>LOS ANGELES CO.</u>    |              |           |           |           |           |           |
| 7                         | CALABAS      | 7,800     | 14,000    | 21,000    | 23,200    | 25,500    |
| 8                         | NEWHALL      | 4,100     | 14,300    | 23,000    | 26,800    | 30,800    |
| 9                         | LANCAST      | 12,100    | 22,500    | 37,300    | 46,100    | 54,900    |
| 10                        | PALMDAL      | 13,900    | 17,800    | 30,100    | 36,200    | 42,300    |
| 11                        | S G MTS      | 300       | 350       | 400       | 400       | 400       |
| 12                        | S W SFV      | 193,400   | 242,200   | 270,000   | 282,600   | 295,200   |
| 13                        | BURBANK      | 137,100   | 145,100   | 151,000   | 153,800   | 156,500   |
| 14                        | NE SFV       | 57,300    | 64,100    | 69,000    | 71,200    | 73,500    |
| 15                        | MALIBU       | 2,500     | 3,950     | 5,500     | 6,000     | 6,500     |
| 16                        | SMONICA      | 137,100   | 149,000   | 157,000   | 161,200   | 165,300   |
| 17                        | WCENTRL      | 443,000   | 469,800   | 482,000   | 490,000   | 498,000   |
| 18                        | SO BAY       | 258,700   | 269,600*  | 277,400*  | 283,200*  | 289,000*  |
| 19                        | PALVROS      | 150,300   | 164,600   | 175,000   | 180,200   | 185,500   |
| 20                        | L BEACH      | 194,100   | 203,800   | 210,500   | 214,500   | 218,400   |
| 21                        | E CENTRAL    | 489,000   | 492,200   | 495,000   | 497,000   | 499,000   |
| 22                        | NOR-WHI      | 162,200   | 175,500   | 185,000   | 190,000   | 195,000   |
| 23                        | LA CBD       | 330,400   | 340,400   | 347,000   | 352,000   | 357,000   |
| 24                        | GLENDALE     | 142,400   | 146,400   | 150,000   | 152,800   | 155,700   |
| 25                        | WSANGAB      | 249,100   | 257,600   | 263,300   | 266,300   | 269,300   |
| 26                        | ESANGAB      | 118,700   | 138,000   | 150,000   | 156,500   | 163,000   |
| 27                        | POMONA       | 66,800    | 69,100    | 73,100    | 74,900    | 76,800    |
|                           | COUNTY TOTAL | 3,170,300 | 3,400,300 | 3,572,600 | 3,664,900 | 3,757,600 |
| <u>SAN BERNARDINO CO.</u> |              |           |           |           |           |           |
| 28                        | WESTEND      | 70,300    | 91,400    | 122,300   | 135,000   | 147,600   |
| 29                        | EASTEND      | 98,700    | 112,500*  | 136,100*  | 145,500*  | 155,000*  |
| 30                        | SB MTS       | 5,700     | 7,500     | 9,100     | 9,800     | 10,400    |
| 31                        | BAKER        | 4,200     | 4,200     | 4,500     | 4,700     | 4,800     |
| 32                        | BARSTOW      | 28,700+   | 31,700*   | 36,300*   | 38,100*   | 40,000*   |
| 33                        | TWPALMS      | 9,300+    | 11,300*   | 13,300*   | 13,800*   | 14,300*   |
| 34                        | NEEDLES      | 2,500     | 2,700     | 3,100     | 3,300     | 3,600     |
|                           | COUNTY TOTAL | 219,400   | 261,300   | 324,700   | 350,200   | 375,700   |
| <u>ORANGE CO.</u>         |              |           |           |           |           |           |
| 35                        | J-BUPK       | 33,700    | 49,000    | 61,000    | 65,800    | 70,600    |
| 36                        | A-FULTN      | 88,900    | 107,700   | 125,000   | 129,900   | 134,800   |
| 37                        | H-ANAHM      | 100,600   | 145,100   | 180,000   | 190,700   | 201,400   |
| 38                        | I-W CST      | 46,100    | 74,400    | 96,600    | 108,300   | 120,000   |
| 39                        | F-C CST      | 72,800    | 130,400   | 171,800   | 188,400   | 204,900   |
| 40                        | D-S CST      | 9,400     | 21,400    | 28,400    | 31,200    | 34,000    |
| 41                        | B-CANYN      | 5,200     | 23,000    | 29,700    | 34,900    | 40,000    |
| 42                        | G-S ANA      | 106,000   | 157,600   | 198,200   | 214,500   | 230,700   |
| 43                        | C-TRABU      | 3,000     | 12,300    | 19,600    | 22,300    | 25,000    |
| 44                        | E-TORO       | 10,000    | 49,100*   | 72,700*   | 82,000*   | 91,600*   |
|                           | COUNTY TOTAL | 475,700   | 770,000   | 983,000   | 1,068,000 | 1,153,000 |
| <u>RIVERSIDE CO.</u>      |              |           |           |           |           |           |
| 45                        | JURUPA       | 7,100     | 9,200     | 12,600    | 14,000    | 15,400    |
| 46                        | RVSIDE       | 77,700    | 98,000*   | 131,000*  | 146,200*  | 161,200*  |
| 47                        | PERRIS       | 7,500     | 9,700     | 11,600    | 12,800    | 14,000    |
| 48                        | HEMET        | 9,300     | 14,000    | 18,000    | 19,200    | 20,500    |
| 49                        | MURRIET      | 2,900     | 3,700     | 5,100     | 5,600     | 6,200     |
| 50                        | BANNING      | 5,900     | 7,300     | 9,100     | 9,900     | 10,700    |
| 51                        | IDYWILD      | 800       | 1,200     | 1,600     | 1,800     | 2,100     |
| 52                        | PALM SP      | 16,300    | 26,900    | 34,600    | 38,900    | 43,100    |
| 53                        | COACHEL      | 14,600    | 17,400    | 20,700    | 22,300    | 23,800    |
| 54                        | CHUCKAW      | 7,000     | 7,600     | 8,400     | 8,700     | 9,000     |
|                           | COUNTY TOTAL | 149,100   | 195,000   | 252,700   | 279,400   | 306,000   |
| <u>IMPERIAL CO.</u>       |              |           |           |           |           |           |
| 55                        | IMPERL       | 29,000    | 34,000*   | 40,000*   | 43,000*   | 46,000*   |
|                           | REGION       | 4,159,300 | 4,830,600 | 5,390,700 | 5,650,100 | 5,916,000 |

+ Employment by place of work. 1970 employment figures are final LARTS estimates based upon the 1970 Census Urban Transportation Planning Package, Employment Development Department estimates, INCOM Project survey, a County Planning Department survey in San Bernardino, the LARTS Economic Reference File and the Ventura County employment survey. 1970 estimates do not include military employment except in the following RSAs: RSA 32 - 5,500; RSA 33 - 4,500. (1970 employment estimates are displayed and described in Figure 26).

\* The SCAG-76 forecast assumes the following military employment: RSA 3 - 7,500; RSA 18 - 1,500; RSA 29 - 6,000; RSA 32 - 5,500; RSA 33 - 4,500; RSA 44 - 9,200; RSA 46 - 6,000; RSA 55 - 400.

TABLE 5  
SCAG-76  
LAND USE

| RSA NO.                   | RSA NAME     | TOTAL ACRES | URBAN ACRES |           | PRESERVED ACRES | AVAILABLE ACRES |           |           |
|---------------------------|--------------|-------------|-------------|-----------|-----------------|-----------------|-----------|-----------|
|                           |              |             | 1970        | 1990      | 1970            | 1990            | 1970      | 1990      |
| <u>VENTURA CO.</u>        |              |             |             |           |                 |                 |           |           |
| 1                         | LOSPADS      | 568,320     | 410         | 484       | 557,700         | 557,700         | 10,210    | 10,136    |
| 2                         | VENTURA      | 238,080     | 13,220      | 15,606    | 140,500         | 140,500         | 84,360    | 81,974    |
| 3                         | OXNARD       | 129,280     | 13,490      | 20,612    | 45,400          | 45,400          | 70,390    | 63,268    |
| 4                         | SIMI         | 101,120     | 8,480       | 12,326    | 38,400          | 38,400          | 54,240    | 50,394    |
| 5                         | THSOAKS      | 82,560      | 7,630       | 12,045    | 58,900          | 58,900          | 16,030    | 11,614    |
| 6                         | FILLMOR      | 86,400      | 3,720       | 4,250     | 58,900          | 58,900          | 23,780    | 23,250    |
|                           | COUNTY TOTAL | 1,205,760   | 46,950      | 65,324    | 899,800         | 899,800         | 259,010   | 240,636   |
| <u>LOS ANGELES CO.</u>    |              |             |             |           |                 |                 |           |           |
| 7                         | CALABAS      | 57,579      | 6,847       | 8,750     | 41,500          | 41,500          | 9,232     | 7,329     |
| 8                         | NEWHALL      | 239,016     | 7,418       | 9,690     | 211,016         | 200,000         | 20,582    | 29,326    |
| 9                         | LANCAST      | 727,730     | 11,761      | 18,526    | 240,500         | 240,500         | 475,469   | 468,704   |
| 10                        | PALMDAL      | 321,613     | 16,359      | 20,126    | 191,500         | 191,500         | 113,754   | 109,987   |
| 11                        | S G MTS      | 313,076     | 2,276       | 2,212     | 276,400         | 276,400         | 34,400    | 34,464    |
| 12                        | SW SFV       | 87,484      | 55,749      | 61,159    | 10,000          | 9,000           | 21,735    | 17,325    |
| 13                        | BURBANK      | 28,922      | 24,378      | 25,112    | 2,600           | 2,600           | 1,944     | 1,210     |
| 14                        | NE SFV       | 53,456      | 30,487      | 31,997    | 7,000           | 7,000           | 15,969    | 14,459    |
| 15                        | MALIBU       | 46,542      | 4,883       | 5,456     | 39,000          | 39,000          | 2,659     | 2,086     |
| 16                        | SMONICA      | 44,732      | 24,166      | 25,573    | 18,000          | 15,000          | 2,566     | 4,159     |
| 17                        | WCENTRL      | 61,339      | 54,390      | 54,635    | 2,500           | 2,500           | 4,449     | 4,204     |
| 18                        | SO BAY       | 42,376      | 40,042      | 40,423    | 200             | 200             | 2,134     | 1,753     |
| 19                        | PALVRS       | 60,430      | 46,025      | 46,569    | 5,000           | 5,000           | 9,405     | 8,861     |
| 20                        | L BEACH      | 38,991      | 36,070      | 36,291    | 1,800           | 1,800           | 1,121     | 900       |
| 21                        | ECENTRL      | 61,910      | 59,009      | 59,234    | 1,100           | 1,100           | 1,801     | 1,576     |
| 22                        | NOR-WHI      | 67,773      | 56,547      | 61,369    | 4,200           | 3,600           | 7,026     | 2,777     |
| 23                        | LA CBD       | 3,852       | 3,852       | 3,852     | 0               | 0               | 0         | 0         |
| 24                        | GLENDAL      | 45,619      | 35,773      | 35,977    | 9,500           | 9,000           | 346       | 642       |
| 25                        | WSANGAB      | 87,853      | 70,305      | 70,929    | 9,000           | 8,600           | 8,548     | 8,324     |
| 26                        | ESANGAB      | 98,788      | 51,974      | 56,471    | 20,000          | 20,000          | 26,814    | 22,317    |
| 27                        | POMONA       | 40,904      | 21,985      | 23,766    | 8,700           | 8,000           | 10,219    | 9,138     |
|                           | COUNTY TOTAL | 2,529,985   | 660,296     | 698,144   | 1,099,516       | 1,082,300       | 770,173   | 749,541   |
| <u>SAN BERNARDINO CO.</u> |              |             |             |           |                 |                 |           |           |
| 28                        | WESTEND      | 152,320     | 36,451      | 47,166    | 70,640          | 64,000          | 45,229    | 41,154    |
| 29                        | EASTEND      | 154,880     | 39,110      | 45,585    | 70,000          | 49,350          | 45,770    | 59,945    |
| 30                        | SB MTS       | 557,312     | 10,415      | 15,539    | 517,000         | 512,200         | 29,897    | 29,573    |
| 31                        | BAKER        | 6,010,048   | 1,531       | 1,294     | 5,510,000       | 5,508,350       | 498,517   | 500,404   |
| 32                        | BARSTOW      | 1,938,112   | 10,750      | 15,589    | 900,000         | 891,320         | 1,027,362 | 1,031,203 |
| 33                        | TWPALMS      | 2,212,096   | 6,710       | 7,990     | 1,910,560       | 1,810,560       | 294,826   | 393,546   |
| 34                        | NEEDLES      | 1,877,632   | 949         | 1,320     | 1,237,760       | 1,237,760       | 638,923   | 638,552   |
|                           | COUNTY TOTAL | 12,902,400  | 105,916     | 134,483   | 10,215,960      | 10,073,540      | 2,580,524 | 2,694,377 |
| <u>ORANGE CO.</u>         |              |             |             |           |                 |                 |           |           |
| 35                        | J-BUPK       | 18,770      | 12,590      | 16,411    | 2,000           | 1,500           | 4,180     | 859       |
| 36                        | A-FULTN      | 28,200      | 17,400      | 23,480    | 2,500           | 2,500           | 8,300     | 2,220     |
| 37                        | H-ANAHM      | 30,460      | 24,440      | 29,451    | 1,000           | 1,000           | 5,020     | 9         |
| 38                        | I-N CST      | 38,200      | 19,680      | 28,625    | 7,500           | 6,500           | 11,020    | 3,075     |
| 39                        | F-C CST      | 62,360      | 18,710      | 31,902    | 20,000          | 10,000          | 23,650    | 20,458    |
| 40                        | D-S CST      | 35,600      | 6,900       | 15,148    | 10,000          | 7,000           | 18,700    | 13,452    |
| 41                        | B-CANYN      | 63,650      | 4,740       | 12,023    | 31,000          | 25,000          | 27,910    | 26,627    |
| 42                        | G-S ANA      | 35,210      | 24,700      | 32,043    | 2,300           | 2,000           | 8,210     | 1,167     |
| 43                        | C-TRABU      | 136,150     | 3,510       | 8,912     | 80,000          | 72,000          | 52,640    | 55,238    |
| 44                        | E-TORO       | 51,880      | 4,570       | 15,306    | 28,000          | 10,000          | 19,310    | 26,574    |
|                           | COUNTY TOTAL | 500,480     | 137,240     | 213,301   | 184,300         | 137,500         | 178,940   | 149,679   |
| <u>RIVERSIDE CO.</u>      |              |             |             |           |                 |                 |           |           |
| 45                        | JURUPA       | 40,320      | 5,836       | 7,872     | 19,350          | 17,140          | 15,134    | 15,308    |
| 46                        | RVRSIDE      | 228,672     | 23,466      | 35,469    | 102,140         | 89,030          | 103,066   | 104,173   |
| 47                        | PERRIS       | 179,776     | 2,580       | 5,109     | 70,830          | 70,344          | 106,366   | 104,323   |
| 48                        | HEMET        | 84,032      | 3,380       | 7,371     | 44,060          | 41,800          | 36,592    | 34,861    |
| 49                        | MURRIET      | 320,704     | 1,412       | 3,552     | 226,830         | 225,680         | 92,462    | 91,472    |
| 50                        | BANNING      | 165,632     | 3,744       | 5,082     | 93,820          | 91,500          | 68,068    | 69,050    |
| 51                        | IDYWILD      | 516,096     | 2,077       | 2,716     | 450,730         | 450,725         | 63,289    | 62,655    |
| 52                        | PALM SP      | 320,960     | 8,934       | 16,367    | 235,210         | 233,500         | 76,816    | 71,093    |
| 53                        | COACHEL      | 258,240     | 5,886       | 7,884     | 130,080         | 129,980         | 122,274   | 120,376   |
| 54                        | CHUCKWA      | 2,562,624   | 6,985       | 7,476     | 2,508,400       | 2,506,880       | 47,239    | 48,268    |
|                           | COUNTY TOTAL | 4,677,056   | 64,300      | 98,898    | 3,381,450       | 3,856,579       | 731,306   | 721,579   |
| <u>IMPERIAL CO.</u>       |              |             |             |           |                 |                 |           |           |
| 55                        | IMPERL       | 2,739,200   | 14,060      | 17,171    | 1,656,530       | 1,656,530       | 1,068,610 | 1,065,499 |
|                           | REGION       | 24,554,881  | 1,028,762   | 1,227,315 | 17,937,556      | 17,706,249      | 5,588,563 | 5,621,317 |

Land Use: SCAG-76 forecasts increases in urban land use by 250,000 acres or 24% between 1970-2000. Of the 250,000 additional urban acres, 62% is expected to be residential land use. The amount of land converted to urban land use is less, than would occur under current trends, since the forecast reflects policies for more concentrated development and for higher densities. Increase in urban land use between 1970 and 2000 is most apparent in Orange County (+ 88,600 acres or 65%), however, Los Angeles County will still contain by far the largest amount urban land in the region (55% of the region's urban land by the year 2000).

See Table five.

#### Assumptions and Policies:

SCAG-76 Forecast numbers were influenced by assumptions and regional policies.

The following assumptions were reflected in the forecast:

- A fertility rate of 2.5 live birth per woman and a net in-migration of 100,000 to the state.
- An average household size of 2.59 by 1990.
- A more balanced transportation system and improvements in air quality.
- An adequate supply of water to accommodate forecast growth.
- Continuing increases in costs for energy.

Policies which were built into the SCAG - 76 Forecast include the following:

- Encourage growth in and adjacent to existing urban areas.
- Avoid excessive housing recycle and resulting community disruption.
- Avoid densities that would overtax the existing and currently planned infrastructure.
- Balance population with jobs within each major subregion.
- Carefully manage fringe area growth and preserve the region's natural resources, particularly prime agricultural lands.

#### D. DEVELOPMENT OF SCAG-76

The process for developing the policy forecasts seeks to make explicit all assumptions and policies and to obtain input from all affected governments and agencies and from elected officials.

Following is a summary of the process used in developing the SCAG-76 policy forecast:

- Step one. ADOPTION OF THE D/E 2a FORECAST in Jan., 1974, by the SCAG Executive Committee with instructions to undertake further refinements of that forecast and to further emphasize policy considerations in forecasting.
- Step two. FEB DELPHI. Feb. to May, 1974. A survey was conducted of the planning departments of the counties within SCAG and the cities of Los Angeles and Long Beach as well as representatives from the local Caltrans division, the League of Women Voters, and the Regional Planning Association regarding preferred revisions to the D/E 2a Forecast. Meetings with cities and agencies were then held to discuss the survey, and to develop an alternative forecast. The results were presented in the report: SCAG's Growth Forecast (D/E 2a) Compared to SCAG-90 and Feb. Delphi (May 1974).
- Step three. SURVEY OF LOCAL & STATE FORECASTS. May to October, 1974. The State Department of Finance and each city & county within the region were contacted and a record was made of existing city, county and state forecasts. Comparisons of these forecasts were made with the D/E 2a Forecast, and a proposed forecast range for a SCAG revision was established. This information was presented in the report: SCAG Development Guide; Growth Forecast Refinement; Progress Report 74-2 (Oct. 1974).
- Step four. PROPOSED FORECAST. June, 1975. The information obtained from the above steps was refined and incorporated into a proposed forecast, entitled Suggested Revision of SCAG Growth Forecast Policy (June 1975).

- Step five. REVIEW OF PROPOSED FORECAST. June-Oct. 1975. The proposed forecast was presented in a series of meetings with every city and county within the region, as well with the State Department of Finance and SCAG's policy committees. Comments were incorporated into the final SCAG-76 Forecast.
- Step six. ADOPTION OF THE SCAG-76 FORECAST. December 1975.

#### E. REVISION OF SCAG-76

During 1978 SCAG will be re-evaluating the currently adopted growth policy forecast, SCAG-76, with the intention of selecting a new forecast, SCAG-78, in the Fall of 1978. The new forecast will be developed through a series of steps which will involve intergovernmental, local elected official, and citizen input to the maximum extent possible. The development of the new forecast will be fully coordinated with SCAG's 208, AQMP, and Transportation Planning Programs.

- Step 1. CONCENSUS RANGE. Sept. 1977. Local government and utility forecasts have been collected through the 208 Program. Comparisons of these forecasts with the SCAG-76 Forecast have been made, and the results are presented in the Report: Regional Population, Housing, Employment, and Land Use Forecasts: Baseline and Range (Sept. 1977).
- Step 2. SCAG-76 MODIFIED. Sept. 1977. The most recent estimates of current population, housing, employment, and land use have been collected, and comparisons have been made with the SCAG-76 Forecast. In some cases, the most recent data indicated that minor adjustments were needed in the SCAG-76 Forecast, and these adjustments were made in the SCAG-76 Modified Forecast. See the above report.

- Step 3. ALTERNATIVES TO SCAG-76. Dec. 1977. The Development Guide Program, along with AQMP, 208, and Transportation, and with input from participating 208 and AQMP agencies (the Counties of Los Angeles, Orange, Riverside, San Bernardino and Orange and the City of Los Angeles), will be developing alternatives to the SCAG-76 Forecast by December 31, 1977.
- Step 4. ANALYSIS OF THE ALTERNATIVES AND DEVELOPMENT OF A PROPOSED SCAG-78 FORECAST. Jan. - April 1978. SCAG and participating 208 and AQMP agencies will conduct an environmental analysis of the alternatives to the SCAG-76 Forecast and, based on this analysis, develop the proposed SCAG-78 Forecast, to be incorporated into the draft 208, AQMP, Transportation, and Housing Plans. The draft Development Guide Plan and draft EIR is expected by April, 1978.
- Step 5. REVIEW OF THE PROPOSED SCAG-78 FORECAST. May - Sept. 1978. The draft SCAG-78 Forecast and draft EIR will be sent for review to the cities and counties within SCAG, SCAG technical and policy committees, selected state and federal agencies, interested citizens and special interest groups. Because the draft forecast will also be incorporated into the draft AQMP, 208, Transportation, and Housing Plans, review of those plans will also constitute an important review of the draft SCAG-78 Forecast.
- Step 6. ADOPTION OF THE SCAG-78 FORECAST. Sept. 1978. Based on the comments received from the review process, adjustments will be made to the draft SCAG-78 Forecast and a final version will be taken to the Executive Committee for adoption in September, 1978.

FIGURE 3  
DEVELOPMENT GUIDE FORECAST PROCESS

1968

DATA  
GATHERING,  
PROGRAM  
BUILDING

1969

DEVELOPMENT OF LAND USE MODEL  
AND INITIAL FORECAST

1970

1971

SCAG - 90 FORECAST

1972

POPULATION AND GROWTH ANALYSIS, MIGRATION ANALYSIS, PROFILES OF REG. STAT. AREAS, PROGRAM REPORT: GROWTH FORECAST REVISION

1973

D/E 2a FORECAST (JAN.)

FEB DELPHI REPORT (FEB-MAY)

SURVEY OF LOCAL AND STATE FORECASTS (MAY-OCT.)

1974

PROPOSED FORECAST (JUNE)

REVIEW OF THE PROPOSED FORECAST (JUNE-OCT.)

SCAG - 76 FORECAST (DEC.)

1975

IMPLEMENTATION OF SCAG - 76

1976

CONCENSUS RANGE (SEPT.)

SCAG - 76 MODIFIED (SEPT.)

ALTERNATIVES TO SCAG - 76 (DEC.)

1977

ANALYSIS OF ALTERNATIVES, PROPOSED SCAG - 78 FORECAST (JAN.-APRIL.)

REVIEW OF PROPOSED SCAG - 78 FORECAST (MAY-SEPT.)

ADOPTION OF SCAG - 78 FORECAST (SEPT.)

The most significant change in the development of the SCAG-78 Forecast, as compared to the development of the SCAG-76 Forecast, is the emphasis on coordinating the growth plan with the emerging plans for air quality and water quality. SCAG's AQMP and 208 Programs will be analyzing growth alternatives for their impacts on air quality and water quality, and the findings of this analysis will influence the selection of the final forecast, SCAG-78.

In addition, the 208 and AQMP programs will directly and formally involve in the growth policy process the Counties within the SCAG region, the City of Los Angeles, the water and sewer special districts of the SCAG region, the South Coast Air Quality Management District, the State Air Resources Board, the State Water Resources Control Board, and the Environmental Protection Agency.

Important further additions to the forecasting process result from SCAG's increasing involvement in housing, community development, urban reinvestment, human services, energy, solid waste and open space and conservation, and with the State Office of Planning and Research.

Each of the functional planning areas at SCAG and the new host of participating agencies will have an input to the development and selection of the SCAG-78 Forecast. It will be the task of the Development Guide Program to integrate the various program perspectives, to identify conflicts in the inputs and to recommend trade-offs that might have to be made.



III.

IMPLEMENTATION OF SCAG'S LAND USE AND GROWTH POLICIES

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### III. IMPLEMENTATION OF SCAG'S LAND USE AND GROWTH POLICIES.

Because SCAG has no direct implementation powers, it must rely on coordination of the regional land use and growth policies with the actions of local, state, and federal governments and with special districts to implement the policies. This is accomplished through:

- A-95 Review
- Memoranda of Agreement
- Integration of the land use and growth policies with SCAG's functional programs which in turn are implemented through coordination with the actions of implementing agencies, and
- technical assistance and information exchange.

#### A. A-95 Review

SCAG accomplishes much of the implementation of its plans through the A-95 review process. Issued by the Office of Management and Budget, Circular A-95 requires that applications for many categories of federal grant funds, direct federal actions, and state plans be submitted to a designated areawide clearinghouse, such as SCAG, for review and comment. The types of projects submitted for review include community public investments, housing, social service programs, and economic development.

In addition, SCAG reviews some state-funded projects and voluntarily submitted environmental impact reports, local plans and documents. The primary criterion of all SCAG reviews is consistency with regional plans. In the case of regionally significant projects, consistency with the

Development Guide policies and the SCAG-76 Forecast is a fundamental consideration. For example, when a proposal is submitted, its service capacity is assessed for consistency with the SCAG-76 Forecast for the area. Where significant differences exist, SCAG works with the applicant to resolve the issue.

Through this process, adjustments have been made on proposed water and sewage treatment facilities and major subdivisions. Proposed projects in conflict with regional goals policies, or plan objectives usually receive negative comments or recommendations for change. These comments are forwarded to state or federal agencies which then decide whether to fund the project, stipulate conditions for funding, or deny funding. While the A-95 process is advisory, negative comments are seriously regarded and SCAG is generally upheld in the assessment of projects in the region.

B. MEMORANDA OF AGREEMENT

SCAG also implements its growth and land use policies through another provision of the A-95 circular. Memoranda of agreement (MOA's) are often developed between SCAG and single purpose agencies, such as health systems agencies, area agencies on aging, and air pollution control districts, to promote consistency of planning and implementation activities. These agreements frequently contain the requirement that the implementing agency will utilize SCAG's adopted growth forecast in their activities. Many of these MOA's also include the provision that, if the plans prepared by these single purpose agencies are consistent with SCAG plans and are based on the SCAG forecast, the plans will be incorporated in the appropriate element of the Regional Development Guide. Thus, when these agencies implement their own plans, they will also (in effect) be implementing regional plans.

C. INTEGRATION OF THE DEVELOPMENT GUIDE LAND USE AND GROWTH POLICIES WITH SCAG'S FUNCTION PLANNING.

The Development Guide's land use and growth policy forecasts are incorporated into SCAG's functional planning program. This not only facilitates consistency among the various functional planning areas, but also serves to implement the Development Guide policies.

For example, SCAG's Transportation Department utilizes the SCAG-76 Forecast to determine future trips and travel demand. This information in turn is used to determine priorities for proposed transportation projects and to evaluate suitability of a project for inclusion in SCAG's Transportation Improvement Program (a prerequisite for federal funding). Through this method, federal and state transportation funds will go to those regionally significant projects which reinforce the Development Guide growth policies, and will not go to those projects which will encourage growth in conflict with the Development Guide.

Coordination of the Development Guide policies with SCAG's functional programs and the implementing devices of the functional programs will be discussed in more detail in Section IV.

D. TECHNICAL ASSISTANCE AND INFORMATION EXCHANGE.

Much of the implementation of SCAG's land use and growth policies is accomplished through the provision of data, technical assistance, and general discussions. The Development Guide Program is frequently contacted for information about future levels of population, housing, employment, and land use for sub-county areas. The Development Guide staff also frequently meets with consultants, private firms, and planning departments within the region to discuss growth and to provide technical assistance. Development Guide reports are widely utilized for a regional perspective

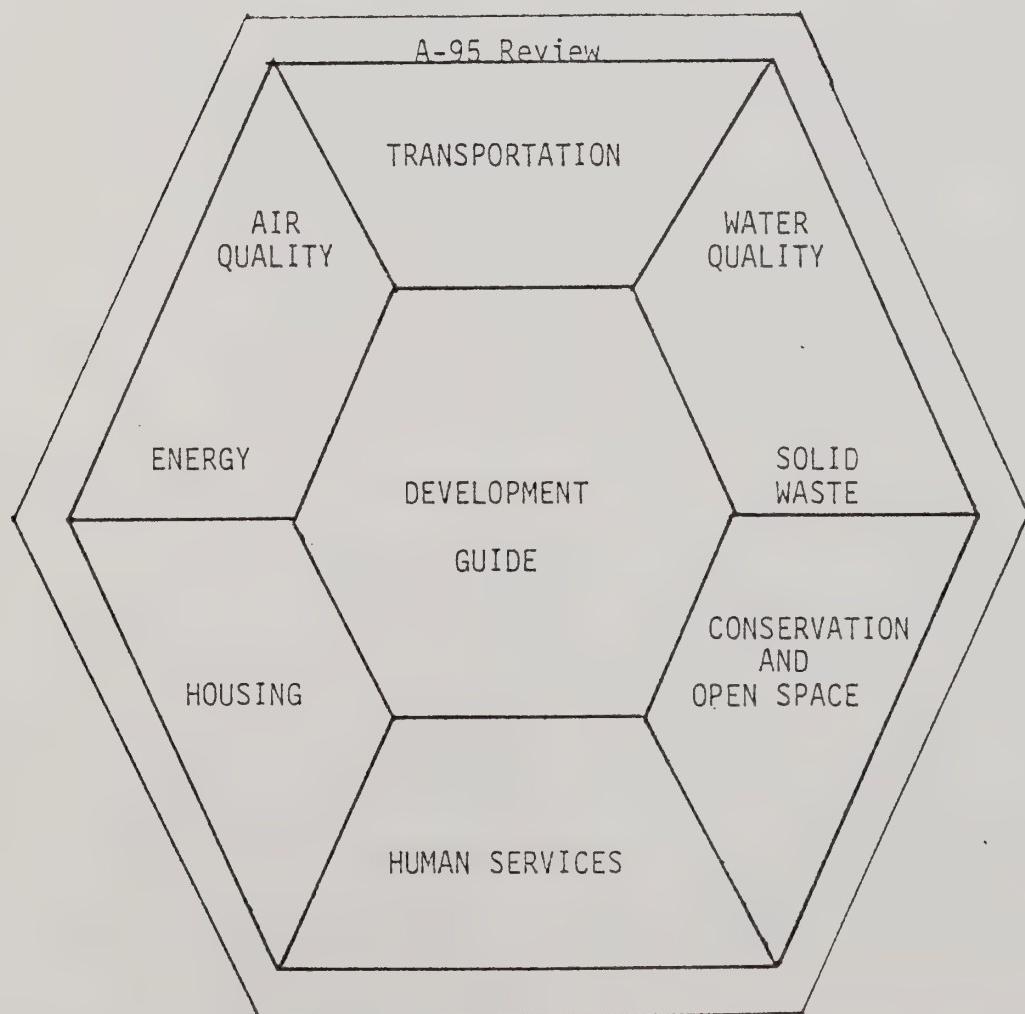
regarding growth within the region. In addition, SCAG has sponsored numerous workshops and meetings on the subject of land use and growth policy.

As a result, consultants, private firms, and state and local governments often utilize the Development Guide forecasts as a basis for investments and capital improvement programs. This, in turn, tends to reinforce the growth forecasts.

Coordination of SCAG's growth policies with local, state and federal governments and special districts will be discussed in more detail in Section V.

INTEGRATION OF SCAG'S LAND USE AND GROWTH POLICIES  
WITH SCAG'S FUNCTIONAL PLANNING PROGRAMS

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#### IV. INTEGRATION OF SCAG'S LAND USE AND GROWTH POLICIES WITH SCAG'S FUNCTIONAL PLANNING PROGRAMS

The Development Guide's land use and growth policies are incorporated into SCAG's functional planning programs to promote consistency among the various functional planning areas and to further implement the Development Guide policies. Following is a summary of each of SCAG's functional planning programs and a description of how the program is integrated with the Development Guide.

##### A. HOUSING

###### 1. Issue:

Today there are nearly four million households in the SCAG region. By the year 2000, there will be slightly over five million. Most households live in decent housing they can afford, but many do not. Nearly 700,000 (one out of every six) cannot find suitable shelter for twenty-five percent of their income or less, and recent housing cost increases are far outpacing increases in income. Over 423,000 households (one out of every ten) currently live in seriously deteriorated units, and approximately 238,000 housing units are overcrowded. Further, most households who are over paying, living in unsound housing and/or living in overcrowded units, also live in neighborhoods which are deteriorated, poorly serviced and/or unsafe.

In the SCAG region, one million housing units, or 25% of the 1975 stock, are now over thirty years of age. By the year 2000, over 3 million units or 60% of the region's total housing stock, will be in that age category. The process of housing deterioration is complex, relating not only to age of structure, but also to income of residents, original construction quality, market trends, and neighborhood conditions. However, these age figures

suggest that the potential for deterioration in Southern California is likely to accelerate sharply over the coming decades.

2. SCAG's Housing Program:

The intent of SCAG's Housing Program is to offer strategies and guidelines for providing decent, affordable housing in desirable neighborhoods for every household in the region. Three housing documents delve into these issues: Regional Housing Allocation Model (RHAM), Draft Urban Reinvestment Study, and the forthcoming Regional Housing Element slated for adoption in January, 1978.

The Regional Housing Allocation Model utilizes the SCAG-76 Forecast to detail by city and subareas the condition of the existing housing stock and calculate for the same areas both existing and future housing needs. Included in the calculation of need are factors for fair share, job accessibility, and the fiscal ability of a city to accommodate different income groups. The Model serves as a basis for allocation of subsidized units in the region, and also serves as a general guide for the government and the building industry in determining extent, nature, and location of housing need.

Expanding from the numerical inputs provided by RHAM, and the employment and housing recycle information provided by SCAG-76, the Draft Urban Reinvestment Study further analyzes issues of housing stock recycle and the intertwined roles of local government, private sector activity, and household income. The relationship between those units to be recycled due to deterioration, and those which need to be recycled at a higher density to accommodate added population growth illustrates the link between the Draft Reinvestment Study and SCAG-76. The gap between forecasted demolitions

and recycle rates shown in SCAG-76 and the actual number of dilapidated units expected in 1980 and 1990 is compared in the study.

The Draft Reinvestment Study recommends actions for various levels of government to encourage urban reinvestment and close the gaps between housing objectives and trends:

- concentration of public investments in older neighborhoods
- code enforcement
- improving inner-city school quality and reputation
- de-emphasis on the property tax
- sharing municipal costs and revenues

The draft reinvestment report concludes that SCAG should set priorities for areas which should receive certain types of federal and state funding based, in large part, upon urban reinvestment objectives.

The Draft Regional Housing Element focuses on four issue areas:

- Coordination and Cooperation: the relationship between governments within the region and private sector interest relative to the provisions of adequate housing for the region's households.
- Quantity: the current and forecast amounts of sound housing available and needed within the region. The SCAG-76 Forecast is utilized in this issue area.
- Quality: The current and forecast condition of all housing units and the condition of neighborhoods. Again, the SCAG-76 Forecast forms a basis of any calculations.

- Cost and Distribution: The affordability of housing for all income groups, and the availability of housing for all income groups in all parts of the region, with the assurance of equal housing choices and opportunities for all households, without regard to age, race, creed, sex or marital status in each jurisdiction.

### 3. Implementation Mechanisms Unique to the Housing Program:

During 1976, based on SCAG's Housing Opportunities Plan (HOP), this region was awarded \$8.8 million in bonus funds for additional assisted housing. SCAG has directly allocated these bonus units. In addition, SCAG's role will probably be expanded because final regulations, expected shortly from HUD, will require that HJD allocate all federally assisted housing units in accordance with an approved regional HOP. SCAG's HOP is based on the Regional Housing Allocation Model which, in turn, is based on SCAG-76 and the adopted policies of the Association. It should be noted that most jurisdictions have based their Housing Assistance Plans in part or in their entirety on the SCAG RHAM.

### 4. Coordination of SCAG's Housing and Development Guide Program:

The Housing Program utilizes the SCAG-76 population and housing forecasts in calculating current and future housing needs. Also, the SCAG-76 employment forecasts are used to determine job accessibility factors as input to the Housing Allocation Model.

The Development Guide Program responds to the housing deterioration issues by encouraging growth in and adjacent to existing urban areas and in areas in need of recycle. For example, the SCAG-76 Forecast calls for 140,000 units to be demolished between 1970 and 1990 for recycling to higher

density purposes, and 396,000 units to be built during the same time period on recycled land.

## B. Transportation

### 1. Issue

Historically, Southern California's transportation system has played an important role in the development of the region. The migration booms into the region did not occur until the Southern Pacific and Santa Fe Railroads built lines into Southern California in 1880 and 1890. The electric railway, the street grid pattern, and the extensive use of the automobile in the early 1900's allowed the region to develop horizontally. The development of the region's freeway system since 1940 has allowed this horizontal spread to continue even further.

Today, good access to the freeway system is quite consistent throughout the urbanized region. In the future, transportation may have less dramatic impacts upon land use than in the past. However, there are some transportation decisions with respect to our street, highway, transit and airport systems still to be made that will impact land use in a significant, if not dramatic, way.

### 2. SCAG's Transportation Planning :

SCAG has adopted a Regional Transportation Plan (RTP) annually since 1974, with 1977 being the date of the most recent RTP. As a policy document designed to guide the region in developing a balanced transportation system, the RTP identifies regional transportation goals and objectives, establishes policies, and schedules actions for implementation. Goals and policies in the 1977 RTP stress that transportation systems should support the land use plans and growth forecasts of the Regional Development Guide. This is currently accomplished in the following ways:

- Emphasis on Short and Moderate Distance Travel:

The RTP encourages transportation improvements which emphasize short and moderate distance travel. This de-emphasis on long distance transportation reinforces the Development Guide Policy to redirect growth to existing urban areas, since long distance transportation systems tend to encourage residential development in outlying areas.

- Expansion of the Highway and Transit Systems:

SCAG and Caltrans utilize the SCAG-76 Forecast in their travel forecasting efforts. In simplified terms, areas where SCAG-76 show high levels of population and employment growth also show, through the modelling effort, high levels of traffic growth. This traffic demand information is utilized in making decisions regarding the location, sizing, and timing of highway and transit projects.

- Highway priorities:

SCAG has adopted in the RTP the following priority rankings for funding highway projects:

- 1) maintenance and rehabilitation
- 2) safety improvements
- 3) operational improvements
- 4) missing lines
- 5) new construction

The first four priorities represent a commitment to transportation systems primarily within existing urban areas, and funding or projects within these categories should reinforce the Development Guide policy of supporting the urban areas.

SCAG, along with subregional agencies, is currently undertaking an evaluation of new construction proposals in order to set priorities for highway construction. Among the evaluation criteria will be the relationship of the proposal to the SCAG-76 Forecast. The highway evaluation project should be completed by Spring, 1978.

- Expansion of the Region's Transit System:

The Southern California Rapid Transit District, the City of Los Angeles, SCAG, Caltrans, and other agencies have developed a Regional Transit Program as part of the RTP. This program includes an improved regional bus system and an element of rapid rail transit in the Wilshire Corridor. The improved bus system would feature express bus service on existing and future freeways. Also included in the package is a proposed people mover system in Downtown Los Angeles.

This system places emphasis on improving mobility within areas that are already urbanized. Therefore, it should reinforce the vitality of these built-up areas and generally support the growth policies shown in SCAG-76.

The proposed high-level transit service for the Wilshire Corridor (which may be rail transit) should help maintain the employment and residential densities already located in this area and may even stimulate additional growth. This would reinforce the growth policies of both SCAG and the City of Los Angeles.

- Airport Expansion:

Aviation forecasts for Southern California are based on SCAG's adopted growth forecasts for the region. In turn, the allocation of the regional growth forecast is based upon decisions made in the RTP regarding levels of activity at the various airports within the region. For example, an assumption behind the SCAG-76 Forecast is that Palmdale Airport will be operating at 6 to 8 million annual passengers in 1990 (as shown in the 1975 RTP). This level of activity would directly and indirectly attract approximately 30,000 new employees, and approximately 70,000 new residents to the North Los Angeles County Area. The RTP also calls for the continued operation of the Hollywood Burbank Airport and an expansion of the Ontario Airport to 9 to 13 million annual passengers by 1990.

### 3. Implementation Mechanisms Unique to the Transportation Program :

The Federal Highway Administration and the Urban Mass Transportation Administration require the inclusion of most federally funded highway and transit projects in an annual element and a 4-year listing called a Transportation Improvement Program (TIP). The annual element of the TIP must be endorsed by the metropolitan planning organization before FHWA and UMTA can fund the projects. AB 1246, approved in 1976, has extended coverage of the TIP to include virtually all federally funded, and many state-funded, transportation projects within the four counties of Los Angeles, Orange, Riverside, and San Bernardino.

Inclusion of all projects in the SCAG TIP considers available financial resources to carry out the projects. On projects of regional or major

subregional impact, consistency with the Regional Transportation Plan, SCAG-76 and other adopted regional plans and policies must be established before projects can be included in the TIP.

In addition, SCAG administers the Local Transportation Fund (a portion of the state sales tax monies) for this region. This fund is to be used for transit funding, bikeway funding, and, where no unmet transit needs exist, it may be used for street and road improvements. Requests for money from the Fund are approved by SCAG only after it is shown that they are consistent with SCAG's adopted policies.

#### 4. Coordination of the Transportation and Development Guide Program:

The SCAG-76 Forecast forms the basis for determining future traffic patterns and transit needs. The Development Guide land use and growth policies are also used as criteria for inclusion of regionally significant transportation projects in the Regional Transportation Plan and in the Transportation Improvement Program.

In developing SCAG-76, consideration was given to the impacts alternative growth patterns would have on the transportation system. Specifically, efforts were made to balance jobs and population in order to reduce the overall numbers of vehicle miles traveled (VMT), and extremely high densities--those that might seriously overcrowd the existing and planned transportation systems--were avoided.

C. WATER QUALITY PLANNING -- 208

1. Issue:

Because of its semi-arid climate, Southern California must import water from other regions in order to meet the demands of over 10 million residents. Without the delivery of water via the Owens Valley and Colorado River Aqueducts and the California State Water Project, scarcely a quarter of the present urban development and population could sustain itself relying solely on the region's own water resources.

Present water delivery facilities for the region as a whole can serve the expected population in 1995 and beyond. There are, however, sub-regional areas where present water-supply facilities would be inadequate by 1995; these are, for the most part, in outlying, relatively undeveloped areas. Decisions to construct water delivery systems in these areas will affect the level of growth and eventual land use.

A major determinant of growth and land use in Southern California is the sizing of sewage treatment plants and the sizing and location of major interceptor sewer lines. Planning for waste water facilities therefore must be geared to growth policies within the region.

While the provision of water & sewers influence land use and growth within the region, the region's land use pattern in turn impacts the quality of the region's domestic water supply. The SCAG region's sprawling, low-density built environment has altered land forms and drainage patterns and paved over groundwater recharge areas. Regionwide, the major problem with underground water basins is the excess salinity caused by groundwater overdraft and loss of natural recharge. Potential contamination of the region's underground water basins also exists because of pollution from dairy wastes, past and present agricultural activity,

unregulated waste disposal, and improperly sited and maintained septic tanks.

Urbanization also has important consequences for the quality of rivers, lakes, and the ocean. Construction activities, especially on steep slopes, lead to increased sediment reaching surface waters. The urbanization of natural environments also increases runoff and changes its quality, resulting in water contaminated with oxygen-demanding wastes, sediment, and heavy metals and other toxic substances which may be harmful to aquatic life.

The close relationship between water, land use, and growth require that a comprehensive approach be taken in decisions related to each component. To date, however, water supply and wastewater treatment decisions have been made with little regard to long-run impacts on growth and land use. Similarly, land use decisions have too often inadequately taken into account the impact of growth upon underground water replenishment, erosion and urban runoff.

That picture is slowly changing, however. Programs, policies, and regulations developed within the last 10 years at the federal, state, and regional levels will require that more attention be given to these interrelationships in the future.

## 2. SCAG's 208 Program:

SCAG's 208 Water Quality Program is a major undertaking which began in February, 1976, to address the relationship between water, land use and growth. EPA granted official designation to SCAG as a Regional 208 agency in June, 1976. The 208 program aims to meet Federal Water Pollution Control Act objectives. Because land use plays an important role in the intensity of water pollution, and because water delivery and the

provision of sewer services in turn affects the location and timing of growth, SCAG's 208 Program and Development Guide Program are closely coordinating their activities.

The 208 Program objectives in the SCAG region are broad-based and require a multidisciplinary approach. Non-point pollution sources associated with urban and agricultural uses are a prime focus of 208 planning. Non-point sources include automobiles, households, and commercial and recreational enterprises in their routine activities. In order to formulate control and abatement programs to minimize nonpoint water pollution, the 208 Program will address the effect of land use and growth on water quality. In particular, non-point pollution associated with new development will be appraised. The impact of alternative development patterns on runoff and groundwater contamination and the contribution of septic tanks, grading practices and hillside development will be examined. The plan will result in a clearer understanding of the land's capability to support development without causing water pollution.

The 208 plan, due in Fall 1978, will identify future needs for sewage treatment, construction priorities and regulatory programs, all of which have land use implications. The plan will include the following components:

- Control and abatement alternatives for water pollution problems;
- Assessment of future waste water, storm water-control, residual waste, and non-point control system needs;
- A continuing planning program design;
- An early action program;
- implementation strategies to carry out plan directives.

Participating with SCAG in the 208 Program is a host of other federal, state, regional and subregional agencies, including EPA, the State and Regional Water Quality Control Boards, sanitation districts, county and city planning agencies, and utility companies. Serving as coordinator and administrator of 208 planning, SCAG has allocated 75% of its total program funding to subregional agencies.

3. Implementation Mechanisms Unique to the 208 Program:

All "201" federally funded sewer treatment plants are required by EPA regulations to be consistent with the adopted 208 plan. In addition, in order for a discharger to receive a "National Pollution Discharge Elimination System Permit", the EPA regulations require it to be consistent with the 208 plan. Since the 208 plan will incorporate the SCAG-78 Forecast, these requirements will in effect call for all new sewer treatment plants in the region to be sized according to the SCAG-78 Forecast.

Finally, the 208 plan will contain recommended management practices for local governments to carry out. Examples of these practices include control of erosion with grading controls, improved street cleaning, etc.

4. Coordination of SCAG's 208 and Development Guide Program:

Development of the 208 Plan will be closely coordinated with both the Development Guide and the AQMP Programs. All three programs will be analyzing the same sets of population, housing, employment, and land use alternatives for their social, environmental, and economic implications. Based on this analysis, a draft SCAG-78 Forecast will be selected as a basis for the draft 208 and AQMP plans, and the final plans will all contain the same SCAG-78 Forecast Policy.

## D. AIR QUALITY MANAGEMENT PLANNING (AQMP)

### 1. Issue:

The issue of air quality has been of historical concern in the SCAG region since 1943, when the region's first smog alert was called. Air quality questions interface with land use planning, industrial development, and population distribution to dictate consideration of these many factors in attempting devise air quality improvement strategies.

The air quality problems resulting from the SCAG region's existing land use pattern are immense. The low-density development and the freeway arrangement leads to a heavy reliance on the automobile and therefore to high levels of emissions from mobile sources. Much of the region's stationary sources -- industrial development and power plants -- are located near the coast, upwind of population centers and sending emissions directly to the area where they pose the greatest health threats.

Land uses evolve slowly and significant regional changes take decades to occur. It is difficult to rearrange existing uses quickly to cut back automobile travel or place stationary sources in optimal locations. The SCAG's region's air quality problems can be mitigated to some extent relatively quickly with technological controls. However, the ultimate solutions to Southern California's air pollution problem will require long-range land use strategies, as well as technological controls.

2. SCAG'S AQMP PROGRAM:

SCAG's program for addressing the region's air quality is the Air Quality Management Planning Program (AQMP), an outgrowth of the Clean Air Act of 1970. A joint group, consisting of SCAG, the California Air Resources Board (ARB), Caltrans, the South Coast Air Quality Management District (SCAQMD), and subregional agencies, has been charged with the task of developing a plan to meet Federal and State clean air standards. The regional air quality plan will establish future acceptable emissions and concentrations, along with implementation strategies designed to meet these standards. The plan, while focusing on mobile and point sources, will also address land use strategies tailored to the SCAG region. Upon approval by ARB and EPA, the region's air quality plan will be incorporated into the State's Implementation Plan.

Over the next year, the AQMP will be analysing the air quality implications of alternative growth scenarios. SCAG's Development Guide program will provide a basis for constructing these alternatives and for synthesizing air quality considerations along with other environmental and social considerations. The results will be incorporated into the AQMP plan, the 208 plan, and the SCAG-78 Forecast.

In addition, the AQMP plan will contain strategies for transportation and for stationary source emission control, as well as recommendations for altering state and local plans for achieving air quality objectives.

3. Implementation Mechanisms Unique to the Air Quality Program:

The AQMP will include land use, transportation and emission measures as well as recommended changes to building and administrative codes. A federal requirement for the AQMP is that it must be implementable and, in fact, must include commitments from local agencies to implement the AQMP measures. Once the AQMP is approved by the Southern California Air Quality Management District and the State Air Resources Board, it will become part of the State Implementation Plan. According to the Clean Air Act, once the SIP is approved by the Environmental Protection Agency, if local agencies take actions which are inconsistent with the SIP, federal funds for growth and development (particularly wastewater and transportation facilities) may be cut off.

In addition, the State Water Resources Control Board has recently imposed flow limitations on proposed expansion of wastewater systems in an attempt to address air quality concerns. One of the ways to have the limitation lifted is for the wastewater agency to participate in the AQMP Program -- in this case, the limitation will be lifted either when the air impacts of the secondary growth accommodated by the plant expansion are mitigated or when the AQMP is approved by the State.

4. Coordination of the AQMP and the Development Guide Programs:

As previously discussed, the AQMP, 208, and Development Guide Programs will be closely coordinated in both plan development and plan implementation.

## E. CONSERVATION AND OPEN SPACE:

### 1. Issue:

One of the major problems facing the SCAG region today is random low-density urban expansion. Once non-urban land is used for urban purposes (buildings, streets, houses), it will rarely be returned to its open state. Urban expansion has typically ignored the need for concomitant open space, often making the urban area unpleasant for visitors and depriving residents of the basic human need for openness and "elbow room". Some other problems associated with random, low-density urban expansion include:

- The extension of urban supporting facilities and services such as power lines, police and fire protection over large areas, and sewers, thereby increasing the costs of construction, and service provision,
- Increased vehicle miles travelled, thereby increasing air pollution and energy consumption.
- Consumption of prime agricultural lands.

Recreational open space is especially critical in the older, lower income portions of SCAG's urbanized area. This is a hardship on residents, since few large recreational areas are nearby, and low income residents are the least able to travel great distances to the outlying sites. Moreover, some of the most desirable remaining open space lands near the cities (scenic features, agricultural lands, the coastline, water features) are experiencing intense pressures for development. Few owners can or will voluntarily keep such lands open in the face of such pressures. Once these lands are developed, they are usually lost for open space uses.

## 2. SCAG'S OPEN SPACE AND CONSERVATION PROGRAM:

SCAG's Conservation and Open Space Program inventories regional open space, designates areas of critical concern, assesses future open space needs (based on the SCAG-76 Forecast), and presents a 1995 Open Space Plan (The Conservation and Open Space Plan or COSP). The COSP focuses on six main categories of open space: managed production, preservation, recreation, health and safety, public welfare, and urban shaping. The last category, urban shaping, includes a 1995 urban limit line which delineates the supply of land in which all further urbanization must take place. Urban limit lines are intended to constrain private, public, special district, and utility land use decisions. If strictly enforced, the COSP would reinforce the growth policies presented in SCAG-76.

Some conservation and open space objectives that have been established in the Plan to guide further action are:

- Minimize disruption of natural geologic features such as prime agricultural soils, slopes, riverbeds, sand dunes, and fault zones;
- Halt further degradation of air and water resources and improve their quality to standards consistent with healthy human, animal, and plant life.
- Provide outdoor recreation and education adequate for, and accessible to the region's population through a coordinated system of scenic, instructional, and nature-oriented linkages; and
- Give community scale, focus and identity, avoid urban sprawl, and give relief from the forces and effects of urbanization.

3. Implementation Mechanisms Unique to The Conservation and Open Space Program:

The Action Plan of the Conservation and Open Space Plan describes the Open Space Program's implementation process. The goals, policies, and plan maps contained in the COSP will be used to guide SCAG actions, and the information contained in the Plan will play a part in numerous decision.

The COSP will be used in A-95 grant reviews, as an input to and reference for future policy decisions, and also as an input to other SCAG plans. More importantly, the Plan, while providing regional goals and policies, is in general conformance with the plans of local governments, with modifications where regional policy varies or aids in the linkage of local plans.

4. Coordination of the Conservation and Open Space and the Development Guide Programs:

The Conservation and Open Space Program utilized the SCAG-76 forecasts in determining future recreational and open space needs.

In turn, the COSP provides detail to the Development Guide about lands which should be preserved and left undeveloped.

## F. ADDITIONAL SCAG PROGRAMS

### 1. Human Services:

SCAG views human services as an integral part of comprehensive planning. SCAG's Human Services Program gives local governments technical assistance in addressing social needs, in establishing a social services element to their general plans, and in adopting an operational plan for delivering social services in their jurisdiction.

The Human Services Program provides input to the Development Guide in the selection of a growth policy forecast which best meets social goals. In turn, the Development Guide Program provides information about future population levels for use by health system agencies, school districts, area offices on aging, and crime prevention agencies.

### 2. Solid Waste:

At this time it is not known what agency(s) may be designated as the Regional Solid Waste Planning Agency under the Federal Resource Conservation and Recovery Act of 1976. SCAG currently monitors the activities of the local, state, and federal government programs in Solid Waste Management to determine the possible methods of its involvement under the act. In the future, it will be necessary for cities and counties to make specific land use designations for solid waste treatment and disposal facilities. There will also be a need for new guidelines to assess waste generation factors used in determining the size and location of these facilities. Through input on regional Solid Waste Management issues, the Development Guide Program can strengthen its own policies and help plan for future solid waste management needs.

### 3. Energy.

SCAG is in the process of designing a Regional Energy Program. This program will address the relationship between growth and energy, as well as between energy and each of SCAG's functional planning areas. Particularly important relationships that will be addressed are those between energy, air quality, job location, housing location, and transportation.



V.

COORDINATION OF SCAG'S LAND USE AND  
GROWTH POLICIES WITH LOCAL, STATE, AND FEDERAL GOVERNMENTS  
AND SPECIAL DISTRICTS

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## V. COORDINATION OF SCAG'S LAND USE AND GROWTH POLICIES WITH LOCAL, STATE, AND FEDERAL GOVERNMENTS AND SPECIAL DISTRICTS

### A. LOCAL GOVERNMENTS

The most direct control over the timing, location, and intensity growth within this region rests with local governments. Cities and counties can control growth by means of the following state-delegated powers:

- zoning
- subdivision regulations
- design review
- urban renewal and community development

Local governments also influence land use and growth through assessment practices and Capital Improvement Programs, whereby provision is made for streets, utilities, storm drains, parks and all the other infrastructure necessary for development.

Because of the strong role local governments have in land use and growth control, and because SCAG is an association of local governments, SCAG has emphasized coordinating the regional growth policy forecast with local government activities. For the past seven years SCAG has:

- actively sought input from local governments regarding SCAG's growth policy forecasts,
- commented on the relationship between the adopted regional growth policies and local plans and projects,
- encouraged local governments to develop their own growth policy forecasts and to fully build these forecasts into their General Planning and implementing devices,

- provided technical assistance to local jurisdictions in the development of growth policies,
- conducted surveys of local forecasts and compared them with SCAG's forecasts (see the reports Growth Forecast Refinement, Progress Report 74-2, October, 1974, and Regional Population, Housing Employment, and Land Use Forecasts: Baseline and Range, Sept., 1977).
- conducted surveys of local implementation practices within the region,
- and, through a group of planning directors, examined the relationship between forecasts and the population and housing capacities of General Plan Land Use Elements.

Today, numerous jurisdictions within the region are addressing the issue of growth management, and in most cases local and regional policies have been coordinated and are consistent with each other:

- The Cities and the County of Ventura

Over the past four years, the Cities and County of Ventura have jointly developed population, housing, employment, and land use forecasts for sub-areas of the County and are in the process of tying their General Plans, zoning, building permit practices, and Capital Improvement Programs to these policy forecasts. In Ventura County, the local and SCAG forecast policies are nearly identical.

- The City of Los Angeles has developed a population forecast for the City and has built this forecast into recent community plan revisions and re-zoning. The City's forecast is very close to SCAG's.

- The City of Long Beach has adopted a population element as part of its General Plan and has tied its General Plan to its forecast. The local and the regional forecast are identical.
- The Cities of San Juan Capistrano, Irvine and Corona have recently incorporated phased growth controls into their General Plans. The Cities of Norco, Chino, Ontario, Montclair, Fontana, Upland, and the County of San Bernardino in the Chino Basin area have established moratoriums as a result of sewer capacity limitations. These recent developments will be taken into account in the next revision of the SCAG Forecast.
- And numerous jurisdictions, including the Counties of Los Angeles, Riverside, San Bernardino, and Orange, and most cities have developed growth forecasts, although they have not yet tied these forecasts to implementation devices.

While significant strides have been made at the local level in addressing growth management, improvements still need to be made. For example, while most jurisdictions within the region have a forecast for growth within the jurisdiction, these forecasts are often out-of-date. Furthermore, most of the General Plans within the region are build-out plans--that is, the plan designates the "ultimate" use of the land with no indication of the appropriate timing of that use. The total amount of development permitted by the General Plans and zoning of the region has not been calculated, but a single review shows that the amount is far and above what can reasonably be expected to occur by the year 2000. For example, the General Plan for a predominately rural/small town area in western Riverside County would permit a maximum population build-out of 388,000 people in the planning area (while the City in the area and the County forecast a population total of 68,400 by the year 1990 for the planning district), and the General Plan for a relatively

mature city in Los Angeles County would permit 322,000 persons, yet the City has a population forecast of 116,000 for the year 1990. This relationship is repeated in most of the General Plans of the region. Given this situation, it appears as though added precision is needed at the local level regarding the phasing of growth within the region.

RECOMMENDATION: IN ORDER TO MAKE LOCAL PLANNING MORE EXPLICIT AND TO ENABLE LOCAL GOVERNMENTS TO TAKE MORE CONTROL OVER THE TIMING, LOCATION, AND MAGNITUDE OF GROWTH, TIME SPECIFIC POPULATION, HOUSING, EMPLOYMENT, AND LAND USE FORECAST POLICIES SHOULD BE INCORPORATED INTO THE LOCAL GENERAL PLANS, AND ALL ELEMENTS OF THE GENERAL PLAN AND LOCAL CAPITAL IMPROVEMENT PROGRAMS SHOULD BE BASED ON THESE FORECASTS.

For seven years SCAG has based its plans on time-specific population, housing, employment and land use forecasts with policy assumptions have been clearly identified and with the definite clarification that forecast adoption is policy adoption. This work has been done with maximum attainable local government participation. The aim of the recommendation made above is to assure that all local governments develop their own policy-forecasts and that these can then be fully built into the local General Plan and associated implementation devices.

A forecast's utility to the general planning process and to the facility planning programs are basic reasons for encouraging local governments to be concerned with forecasting. A time specific forecast could serve in these ways:

- to provide the bridge between General Plan goals and policies and the specific plan proposals as contained in each of the plan elements, particularly the land use element.

- to provide a standard against which to measure the implementation of the General Plan over time.
- to be a basis for timing, location and sizing of public facilities.
- to facilitate coordination of local and regional planning efforts.

By presenting growth forecasts in the General Plan, local governments would become much more explicit about local growth management policies and assumptions. By tying these forecasts with its implementing tools--particularly the capacity of the land use element, zoning and facility CIP's--local governments would have a potentially effective system for managing growth within its jurisdiction.

Ideally, local and regional forecasts would match each other. In order to achieve this fit, SCAG SHOULD DEVELOP DRAFT FORECASTS BY CITY AND UNINCORPORATED AREAS, OBTAIN INPUT FROM CITIES AND COUNTIES REGARDING THESE DRAFT FORECASTS, AND EXPLAIN ANY MAJOR DIFFERENCES FROM THE LOCAL INPUT. IN TURN, CITIES AND COUNTIES SHOULD SUBMIT TO SCAG DRAFT CITY AND COUNTY FORECASTS FOR REVIEW AND COMMENT, AND EXPLAIN THE BASIS FOR ANY MAJOR DIFFERENCES FROM THE REGIONAL COMMENT.

#### B. SPECIAL DISTRICTS:

The accounts of special districts have direct impact upon land use and growth within the SCAG region. These agencies provide such services necessary for development as:

- water
- sewers
- trash collection
- electricity
- gas
- flood control
- rapid transit
- mosquito abatement, etc.

Because the availability of services and utilities is a primary factor influencing the distribution of population, housing, employment, and land use within the SCAG region, it is important to coordinate the actions of special districts with SCAG's adopted growth policies.

Coordination between SCAG and special districts is, to some extent, currently ongoing. Through A-95 Review, SCAG reviews grant applications, including those for:

- water and sewer
- educational facilities
- transit
- solid waste facilities
- flood control

These applications are reviewed for consistency with SCAG's adopted land use policies and the SCAG-76 Forecast comments are made. As a result, numerous revisions have been made to the proposals.

In transportation, a direct linkage exists between SCAG and transit districts. The Region's transit agencies assist in the development of the Regional Transportation Plan, and SCAG passes through state and federal transit funds to these agencies. Because of this coordination, transit agencies utilize SCAG's growth policy forecasts as a basis for their plans.

In water quality planning, direct relationships also exist between SCAG and wastewater agencies. These agencies are participating in the development of SCAG's 208 plan and, once adopted, future waste-water facilities will be required to be consistent with the forecasts shown in this plan.

While some coordination exists between SCAG and special districts, additional efforts are needed to assure consistency between special district actions and

SCAG's Land use and growth policies. This can be accomplished in the following recommended way:

- 1) SPECIAL DISTRICTS OPERATING IN THE REGION SHOULD UTILIZE SCAG'S ADOPTED GROWTH FORECAST AS A BASIS FOR SERVICE EXPANSION.

C. STATE

There are so many state agencies operating in Southern California that they take two pages of the telephone book to list. They directly influence land use and growth in Southern California through: regulations on local governments and special districts; capital improvement programs such as the State Water Project and the State Highway System; and state taxing and spending practices.

In order to implement its land use and growth policies and to respond to state regulations, SCAG must coordinate its activities with those of the state. This is currently ongoing with the following agencies:

- Office of Planning and Research (OPR). OPR reviews SCAG's planning products from both the perspective of a funding agency and a state A-95 clearinghouse agency. OPR has recently developed a Draft Urban Development Strategy which calls for all state funded projects to be based on approved Council of Government (such as SCAG) forecasts. It recommends that local government and special district plans and capital improvement programs be consistent with COG growth forecasts. In addition, it proposes that an industrial siting procedure be established which would involve local governments, the state, and COG's.
- Air Resources Board (ARB). SCAG, along with the South Coast Air Quality Management District (SCAQMD), works closely with the ARB in the development of an Air Quality Management Plan for the South Coast Air Basin. The AQMP Program receives

funds from the Air Resources Board, and the ARB participates in bi-monthly meetings of AQMP and 208 State/Federal Program Review Board and semi-monthly meetings of the AQMP working group. In addition, the ARB must review and approve all outputs of the AQMP. The final Air Quality Management Plan, which will be based on the SCAG-78 Forecast, will be submitted to the ARB for inclusion in the State Implementation Plan.

- Department of Finance (DOF). DOF issues population projections by County that are used for state financing purposes and are often used by local governments for their own plans. SCAG has provided input to the development of these forecasts, and some adjustments have been made as a result. SCAG also considers the DOF forecasts in its development of the SCAG forecasts.
- Department of Transportation (Caltrans). Because SCAG has been designated as the Regional Transportation Agency, close coordination exists between Caltrans and SCAG. SCAG's adopted growth forecasts are utilized as the working basis for Caltrans planning, and, as mentioned in Section IV, consistency with the regional growth policy is a prerequisite for inclusion of a highway project on SCAG's Transportation Improvement Program.
- State Water Resources Control Board (SWRCB). SCAG's designation as a regional 208 agency requires close coordination of SCAG with the SWRCB. The State Board sits on the 208 and AQMP State/Federal Program Review Board. The

SWRCB will review and approve the 208 plan and subsequently recommend approval to EPA. SCAG's final 208 plan, which will be based on the SCAG-78 Forecast, will be incorporated into the California Water Plan.

While significant coordination efforts are currently ongoing between the state and SCAG, additional efforts are needed to assure consistency between state and regional actions and to further implement SCAG's growth policies. Specifically, the following recommendations are made:

- THE STATE DEPARTMENT OF FINANCE SHOULD BE REQUIRED TO FORMALLY SEEK INPUT FROM SCAG ON FORECASTS FOR THE SCAG AREA, AND TO EXPLAIN THE BASIS FOR ANY MAJOR DIFFERENCES IN THEIR FORECASTS OF TOTAL REGIONAL GROWTH. GROWTH ALLOCATION WITHIN THE REGION SHOULD BE THE RESPONSIBILITY OF LOCAL GOVERNMENTS WORKING WITHIN THE SCAG FRAMEWORK FOR REGIONAL COORDINATION.
- ALL STATE ACTIVITIES THAT INFLUENCE LAND USE AND GROWTH WITHIN THE SCAG REGION SHOULD BE CONSISTENT WITH THE REGION'S ADOPTED PLANS AND POLICIES, ESPECIALLY THE ADOPTED GROWTH POLICY FORECAST.

#### D. FEDERAL GOVERNMENT

The federal government has tremendous influence upon land use and growth within the SCAG region. The most direct influence comes from the fact that the federal government owns 45% of the land in California. Together, the Bureau of Land Management and the U. S. Forest Service manage 95% of these federal holdings, while the Department of Defense manages most of the remaining 5%.

The federal government also influences land use and growth within the SCAG region through its spending practices. The region's rapid growth during the 40's & 50's was due, in large part, to federal defense contracts awarded to firms in Southern California. In addition, the federal government influences the region's growth through grant programs and rules and regulations which effect the actions of local and state governments, special districts, and SCAG. Federal revenues support one fifth of all city and county expenditures, and some jurisdictions within the region rely on the federal government for more than half of their expenditures. (See the report Federal Assistance to Local Governments in the SCAG Region, Dec., 1974, for more detail) Approximately 90% of SCAG's budget comes from federal sources. With these federal grants come a host of rules and regulations concerning how the funds are to be spent. Following is a description of some of the federal grant programs and/or regulations which most directly influence land use and growth in the SCAG region:

#### Housing and Urban Development (HUD)

- Urban Planning Assistance (701). HUD provides funds to many cities and counties within the region as well as to SCAG to carry out comprehensive planning activities. One of the requirements for receiving these funds

is that the recipient agency have a Land Use Element. This report is intended to meet that requirement. As a result of HUD 701 funding, SCAG has been able to maintain programs in Housing, Human Services, Open Space, and the Development Guide for over the past seven years.

- Housing and Community Development Block Grants. Approximately \$108 million in HCD funds were awarded to local jurisdictions within the SCAG region in FY 1975-76. These funds are to be used primarily to meet the housing and community development needs of low and moderate income groups. The HUD regulations call for recipient jurisdictions to develop a Housing Assistance Plan (HAP) and a one and three year community development program. SCAG has developed its Regional Housing Allocation Model so that it can readily be used by local governments in developing their HAP's, and more than 95% of the local governments with HAP's have used the model. SCAG's analyses of the HCD program are presented in the reports: SCAG Review of Housing and Community Development Block Grant Applications (1975 & 1976).
- Section Eight Program. The major federal housing subsidy program for low and moderate income groups is called The Section Eight Program. Most large jurisdictions within the SCAG region receive Section Eight funding. HUD regulations call for recipients of Section Eight funds to establish or join a housing authority and to develop a Housing Assistance Plan. SCAG is playing an increasingly important role in the allocation of Section Eight funds. As mentioned in Section IV A, SCAG directly allocated \$8.8 million in bonus Section Eight funds, and final regulations, expected shortly from HUD, will require all assisted housing including Section Eight funds to be allocated in accordance with an approved regional Housing Opportunities Plan.

- Federal Housing Administration (FHA) In 1976, FHA insured the mortgages on 28,000 homes in the 10 county Southern California area. Almost all housing proposals seeking FHA backing are submitted to SCAG for A-95 Review. In those cases where the proposed project is inconsistent with the Development Guide growth policies and/or the Regional Housing Allocations Model, SCAG comments to that effect. In some cases, FHA has chosen to ignore the SCAG comments, and awarded the mortgage insurance despite these comments.

Environmental Protection Agency (EPA)

- Clean Air Act of 1963 as Amended in 1970 and 1977. EPA administers the provisions of the Clean Air Act and allocates air quality grant funds (105 and subvention funds) to the State Air Resources Board (ARB), the South Coast Air Quality Management District (SCAQMD), and the Ventura County Air Pollution Control District. SCAG and SCAQMD also receive EPA funds which have passed through ARB. In addition, air quality funds have been authorized but not yet appropriated in the Clean Air Act Amendments of 1977. The Clean Air Act requires each state to develop a State Implementation Plan (SIP) to meet air quality standards set in the Act. As a part of California's effort to develop an SIP, SCAG & SCAQMD is developing the Air Quality Management Plan described in Section III D. Once adopted by the state and approved by EPA, the Act requires that most federally funded activities be consistent with the Plan. Because the AQMP will contain the SCAG-78 Growth Policy Forecast as an air quality measure, most federally funded activities will be required to be consistent with the SCAG Forecast.

- Federal Water Pollution Control Act as amended in 1972. The Act sets forth the national strategy for controlling water pollution. The law presents national goals and policies; establishes uniform effluent limitations and requires states to set ambient water quality standards; establishes various levels of water quality planning; and sets up a National Pollutant Discharge Elimination System permit program. The Environmental Protective Agency has established a set of rules and regulations to meet the requirements of the law which impact the action of SCAG, Regional Water Quality Control Boards, waste water treatment agencies, and state and local governments.

"208" funds are allocated to areawide water quality management planning agencies (such as SCAG) to develop a plan to meet 1983 water quality goals and EPA regulations. This planning effort has been described in section III C.

EPA allocates federal "201" funds to waste water treatment agencies for the planning & construction of municipal treatment plants. Associated with the 201 funds is a set of federal regulations calling for, among other things consistency of the 201 facility within the regional 208 plan. In the SCAG region, this will require waste water treatment plants to be sized according to the SCAG-78 Forecast.

In addition to 201 and 208 planning, Section 303 calls for the establishment of a state continuing planning process. Under this authority, water quality control plans for individual river basins (basin plans) have been prepared. In the SCAG region, five basin plans were adopted by the State Water Resources Control Board in 1975; these plans, for the Los Angeles

(Region 4), Santa Ana (Region 8), San Diego (Region 9), Lahontan (Region 6) and Colorado (Region 8) river basins, were prepared by the Regional Water Quality Control Boards for the respective basins. The three basin plans are currently being updated in coordination with SCAG's 208 planning.

Department of Interior

- Bureau of Outdoor Recreation (BOR). BOR administers the Federal Land and Conservation Fund. Approximately \$6 million was allocated to local governments within the SCAG region and \$12 million to the state in FY 1975-76. This money is used for park acquisition and development. BOR requires recipient agencies to have an open space plan and a master plan of parks.

Economic Development Agency (EDA)

- Public Works and Economic Development. EDA provides funds to local jurisdictions, as well as to other groups, to initiate and encourage long term economic growth. EDA funds may be used in the following categories: planning funds to determine ways to attract or retain employment; programs for the construction of public facilities or infrastructure which will assist in the development of employment opportunities; redevelopment programs aimed at attracting or retaining employment and economic adjustment programs arising from actual or threatened employment dislocation. For example, in 1977 \$272 million was awarded in Public Work Employment Act funds to local jurisdictions within the SCAG region by EDA. Many EDA grants go to activities which influence the location of employment within the region and to projects, such as flood control, road construction, and water and sewer projects, which influence land use and growth within Southern California. SCAG reviews EDA funds under A-95 Review, and

comments on the consistency of the proposals with SCAG's adopted land use and growth policies.

Department of Transportation (DOT)

- Federal Aid to Highways. Approximately \$584 million from the Federal Highway Administration (FHWA) is programmed to be spent in the SCAG region during FY 1978-79. The bulk of this money comes from funds for: (1) federal aid interstate; (2) federal aid primary; and (3) federal aid urban. All major projects to be funded by FHWA funds within the SCAG region must be included in SCAG's Transportation Improvement Programs (TIP) on a project basis. Projects submitted for inclusion on the TIP are reviewed for consistency with SCAG's goals, policies, and plans. This process enables SCAG to assure consistency between FHWA projects and SCAG's land use and growth policies.
- Federal Mass Transit Assistance. The Urban Mass Transit Administration (UMTA) provides funds for two major programs: Section 3 (discretionary grant program for mass transit capital expenditures) and Section 5 (discretionary grant program for mass transit operating and capital expenditures). In FY 1977-78, \$157 million in Section 3 funds and \$76 million in Section 5 funds is programmed for expenditure within the SCAG region. Applications for Section 3 and Section 5 funds must be submitted for inclusion in SCAG's TIP.
- The Airport and Airway Development Act of 1970, as amended in 1975, provides construction funds under the Airport Development Aid Program, and planning funds under the Planning Grant Program. SCAG reviews applications for these funds through the A-95 Review process.

As can be seen from the above description, there is a wide variety of federal programs, funding activity, and regulations which impact land use and growth within the SCAG region. Many of the federal programs currently are well coordinated with SCAG's programs, and mechanisms have been established for improving future coordination. However, improvements can be made and additional support is needed from federal agencies to reinforce SCAG's land use and growth policies. This can be accomplished in the following recommended way:

ALL FEDERAL ACTIVITIES THAT INFLUENCE LAND USE AND GROWTH WITHIN THE SCAG REGION SHOULD BE CONSISTENT WITH THE REGION'S ADOPTED PLANS AND POLICIES, ESPECIALLY THE ADOPTED GROWTH POLICY FORECAST.



VI.

CONCLUSION



## VI. CONCLUSION

Concern with issues that transcend local jurisdictional boundaries is the underlying motivation for regional cooperation. Controlling growth, addressing housing deficiencies, meeting transportation inadequacies, managing water and air quality, and preserving open space all require a regional approach for improving the overall picture. The Regional Development Guide provides a regional framework for developing specific programs concentrated in each of these problem areas.

Policies grow and change in a fluid situation as new local, regional, state and federal policy directions emerge, as development continues, and as popular issues bring pressure on elected officials. New state and federal regulations in air and water quality, housing and transportation place an emphasis on integrating these programs with SCAG's land use and growth policies, and their possible effect on project funding and land development point toward increasing land use control and tighter coordination between local, state and federal governments, special districts, and SCAG.

Because of the major role of local government in managing growth, the opportunity there for implementing SCAG regional policies is potent. However, although many local jurisdictions have taken steps toward growth management, many do not use the available tools for coordinating local development with growth policy, whether locally or regionally adopted. To address this problem, the report recommends that time specific population, housing, employment and land use forecast policies should be incorporated into the local general plan (p. 50). By tying these forecasts with local capital improvement programs, zoning and land use control measures, local governments would have a more effective system for managing their own growth.

Coordination of local forecasts with SCAG forecasts would serve to make regional and local planning programs mutually reinforcing. The report presents the recommendations that SCAG & local governments submit draft forecasts to each other for review & comment (p. 51).

Special districts activities are seen as another major influence on growth rates and distribution. The report recommends that special districts use SCAG's adopted growth forecasts as a basis for service expansion (p. 53).

State activities in transportation, water and air quality planning, urban development strategies, energy, and coastal planning influence regional growth and should be coordinated with regional growth policies. Additional efforts by the state and SCAG are needed to assure consistency between state and regional forecasts. The report recommends that the State Department of Finance should be required to formally seek input from SCAG on forecasts for the SCAG area (p. 56). A further recommendation calls for state agencies to take SCAG's growth policies into account in their own planning efforts.

Regional growth management, to be effective, must be coordinated with federal activities. The federal government exerts tremendous influence on land use and growth within the SCAG region through its direct ownership of a large proportion of the land and through federal grants and regulations. In order to improve coordination of regional growth policies with federal activities, the report recommends that federal agencies utilize SCAG's land use and growth policies in their own activities (p. 63.)

SCAG growth policies have been developed after intensive study of regional issues and as the result of member government concensus on ways to meet these issues. More effective implementation of these policies could be achieved if the recommendations included in the report were put into effect by local, state, and federal agencies and special districts.



VII

APPENDIX

A. Initial Study/Negative Declaration

B. Consistency Assurances



## APPENDIX A

### NEGATIVE DECLARATION

#### 1) Description of Project

The SCAG draft Land Use Element is a descriptive document with five parts:

- a) Regional goals & policies contained in the Regional Development Guide and the specific growth policies of SCAG-76 Growth Forecast,
- b) Implementation of SCAG policies & programs,
- c) Functional programs and their relationship to the Development Guide & SCAG-76 policies,
- d) Coordination of SCAG policies & programs with the activities of local, state, and federal governments and special districts,
- e) Recommendations for improving the implementation/coordination efforts of SCAG in relation to local, state, and federal governments and special district actions.

#### 2) Location of the project and the name of the project proponent

The SCAG draft Land Use Element describes policies and programs that may be applied in the six counties and over 150 cities of the SCAG region: Ventura County, Los Angeles County, Orange County, San Bernardino County, Riverside County, and Imperial County. It has been prepared by the Southern California Association of Governments staff and reviewed and recommended for distribution by the SCAG Executive Committee.

#### 3) Finding that the Project will not have a significant effect on the environment

As a descriptive document, the draft Land Use Element does not propose action on land use changes, but rather summarizes and ties together existing SCAG policies and programs in such a way as to demonstrate their integrated functioning as a regional land use element. The Land Use Element does not require the readoption of existing policies or plans; the material in this element is not presented as new, but instead as an overview of already adopted or emerging plans. Each of the individual units, SCAG-76, the Housing Element, Open Space and Conservation Plan, Regional Transportation Plan, Air Quality Management Program, and 208 Water Quality Management Program, has had or will have its own Environmental Assessment or Environmental Impact Report, thus obviating the necessity of an environmental analysis of this summary document. Mitigation measures are considered in each of their individual environmental analyses.

The recommendations contained in the draft Land Use Element call for improvements of interagency coordination. Review has determined that there would be no significant environmental effects resulting from these recommendations that have not already been covered in SCAG Environmental Documents.

4) List of SCAG Environmental Documents:

Environmental Assessment of SCAG-76 Growth Forecast Policy. January, 1976, pp. 79 - 109.

Environmental Impact Report on SCAG's Conservation and Open Space Plan. April, 1977.

Environmental Impact Report on SCAG's Regional Housing Element. October, 1977.

Environmental Impact Report on SCAG's Regional Transportation Plan. April, 1977.

In addition, SCAG will be developing either an Environmental Impact Report or an Environmental Assessment on:

- The SCAG-78 Growth Policy Forecast (Fall of 1978)
- The SCAG 208 Plan (Fall of 1978)
- SCAG's Regional Air Quality Plan (Fall of 1978)

5) Description of Environmental Setting.

See the description of the environmental setting in the EIR on the Regional Transportation Plan.

## INITIAL STUDY CHECKLIST

1. Date Filed October 26, 1977
2. Title of Project SCAG Land Use Element
3. Project Manager Dennis Masyczek
4. Phone Ext. 362
5. Type of Project Summary document of SCAG's land use & growth (Description)  
policies, programs and coordination efforts.
6. Approvals and Adoption Actions Required  
Adoption by SCAG Executive Committee
7. Area Impacted SCAG region: Los Angeles, Imperial, Ventura, Orange, San Bernardino, and Riverside Counties.

## ENVIRONMENTAL IMPACTS

(Please note clarifying paragraph at the end of the Initial Study Check List regarding the impact of the policies summarized in the Land Use Element.)

YES    MAYBE    NO

1. Earth Will the proposal result in:
  - a. Changes in the topography and geologic substructures; disruption, displacement, compaction or overcovering of the soil; and/or modification to or destruction of any unique geologic or physical feature?               X

| <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|------------|--------------|-----------|
|------------|--------------|-----------|

b. Any increase in wind or water erosion of soils, on or off-site, changes in deposition or erosion of beach sands, changes in siltation, deposition or erosion which may modify any water ways, water courses or bodies of water? \_\_\_\_\_ X

c. Any spoil disposal? \_\_\_\_\_ X

d. Increased exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards? \_\_\_\_\_ X

e. Reduction in geologic or seismic hazards, or erosion of land? \_\_\_\_\_ X

2. Air Will the proposal result in:

a. Substantial air emissions or deterioration of ambient air quality, either regionwide or locally? \_\_\_\_\_ X

b. The creation of objectionable odors? \_\_\_\_\_ X

c. Conflicts with the State Implementation Plan (SIP) for air quality or the regional Air Quality Maintenance Plan (AQMP) Policies? \_\_\_\_\_ X

d. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally? \_\_\_\_\_ X

3. Water Will the proposal result in:

a. Changes in currents or the course or direction of water movements, including flood waters, and drainage patterns? \_\_\_\_\_ X

YES    MAYBE    NO

- b. Change the amount of surfacewater in any water body, groundwater recharge rates, or ground absorption rates, or the quality of water stored and/or available for public or private uses?    \_\_\_\_\_ X
- c. Changes in the quality of the water including, but not limited to pollutants, temperature changes, level of dissolved oxygen or turbidity?    \_\_\_\_\_ X
- d. Changes in the quantity of ground water, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?    \_\_\_\_\_ X
- e. Changes in the exposure levels of people and property to water related hazards including flooding, coast erosion, and seismic wave activity?    \_\_\_\_\_ X
- f. Conflicts with the "208" plan policies?    \_\_\_\_\_ X
4. Animal Life. Will the proposal result in:
- a. Changes in the types and varieties of fauna, including reductions, increases, and additions or deletions of species and/or the deterioration of existing fish, or other fauna wildlife habitats?    \_\_\_\_\_ X
- b. Reductions of the numbers of any unique, rare, or endangered species?    \_\_\_\_\_ X
5. Plant Life. Will the proposal result in:
- a. Changes in the types and varieties of plant life, including reductions increases, and additions or deletions of species?    \_\_\_\_\_ X

|  | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|--|------------|--------------|-----------|
| b. Reductions of the numbers of any unique, rare, or endangered plant species?   | —          | —            | X         |
| c. Reduction in acreage of any agricultural crops or croplands?  | —          | —            | X         |
| 6. <u>Noise.</u> Will the proposal result in:  |            |              |           |
| a. Long-term increases in existing noise levels?   | —          | —            | X         |
| b. Short-term increases in existing noise levels?  | —          | —            | X         |
| c. Reductions in existing noise levels?  | —          | —            | X         |
| d. Exposure of people to severe noise levels?  | —          | —            | X         |
| 7. <u>Light and Glare</u>  |            |              |           |
| Will the proposal produce new light or glare?  | —          | —            | X         |
| 8. <u>Natural Resources.</u> Will the proposal result in:  |            |              |           |
| a. Increase in the rate of use of any natural resource?  | —          | —            | X         |
| b. Substantial depletion of any non-renewable natural resource?  | —          | —            | X         |
| 9. <u>Land Use</u> Will the proposal result in: a substantial alteration of the existing land use or the land use as planned in the adopted regional plans?  | —          | —            | X         |
| 10. <u>Risk of Upset</u> Does the proposal involve a risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions? | —          | —            | X         |
| 11. <u>Population</u> - Will the proposal alter the location, distribution, density, or growth rate of the human population of an area?  | —          | —            | X         |

|  | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|--|------------|--------------|-----------|
|--|------------|--------------|-----------|

12. Housing Will the proposal affect existing housing, or create a demand for additional housing? \_\_\_\_\_ X
13. Transportation/Circulation. Will the proposal result in:
- Generation of substantial additional vehicle movement? \_\_\_\_\_ X
  - Effects on existing parking facilities, or demand for new parking? \_\_\_\_\_ X
  - Substantial impact upon existing transportation systems? \_\_\_\_\_ X
  - Alterations to waterborne, rail or air traffic? \_\_\_\_\_ X
  - Increase in traffic hazards to motor vehicles, bicyclists or pedestrians? \_\_\_\_\_ X
  - Conflict with the RTP? \_\_\_\_\_ X
14. Public Services Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:
- Fire protection? \_\_\_\_\_ X
  - Police protection \_\_\_\_\_ X
  - Schools? \_\_\_\_\_ X
  - Parks or other recreational facilities? \_\_\_\_\_ X
  - Maintenance of public facilities, including roads? \_\_\_\_\_ X
  - Other governmental services? \_\_\_\_\_ X
15. Energy Will the proposal result in:
- Use of substantial amounts of fuel or energy? \_\_\_\_\_ X
  - Substantial increase in demand upon energy, or require the development of new sources of energy? \_\_\_\_\_ X

|   | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|---|------------|--------------|-----------|
| 16. <u>Utilities</u> Will the proposal result in a need for new systems, or substantial alterations to the following utilities?   | —          | —            | X         |
| a. Power or natural gas?  | —          | —            | X         |
| b. Communications sytems?   | —          | —            | X         |
| c. Water?   | —          | —            | X         |
| d. Sewer or septic tanks?   | —          | —            | X         |
| e. Storm water drainage?  | —          | —            | X         |
| f. Solid waste and disposal?  | —          | —            | X         |
| 17. <u>Human Health</u> Will the proposal result in:  |            |              |           |
| a. Creation of any health hazard or potential health hazard (excluding mental health)?  | —          | —            | X         |
| b. Exposure of people to potential health hazards?  | —          | —            | X         |
| 18. <u>Aesthetics</u> Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view? | —          | —            | X         |
| 19. <u>Recreation</u> Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?  | —          | —            | X         |
| 20. <u>Archeological/Historical</u> Will the proposal result in an alteration of a significant archeological or historical site, structure, object or building?   | —          | —            | X         |
| 21. <u>Employment/Income</u> Will the proposal result in:   |            |              |           |
| a. A change in the numbers and types of employment opportunities?   | —          | —            | X         |
| b. A change in the regional or local incomes?   | —          | —            | X         |
| c. A shifting of employment locations in the region?  | —          | —            | X         |

YES    MAYBE    NO

22. Social Will the proposal have any negative social impacts on any specific group of people, or the region as a whole? \_\_\_\_\_ X

23. Mandatory Findings of Significance

a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? \_\_\_\_\_ X

b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.) \_\_\_\_\_ X

c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.) \_\_\_\_\_ X

d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly? \_\_\_\_\_ X

It should be recognized that the land use and growth policies set forth in previously adopted Development Guide documents and summarized in the Land Use Element may have a significant impact on the region's environment as they are implemented through actions by SCAG and other agencies. These impacts have been considered in appropriate environmental documents as the policies were initially adopted. No additional environmental impacts will occur as a result of the Land Use Element, because this report simply reviews and summarizes these adopted policies. The recommendations contained in the report call for improvements to intergovernmental coordination, and these have been determined to have no significant environmental impacts.

#### DETERMINATION

On the basis of this initial evaluation:

I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION  will be prepared. (See front of Appendix)

I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures on an attached sheet have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED.

I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Date Oct. 26, 1977

  
Frank Hotchkiss  
Director of Planning

APPENDIX B

CONSISTENCY ASSURANCES

The Consistency Assurances will  
be included in the Final Report

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